

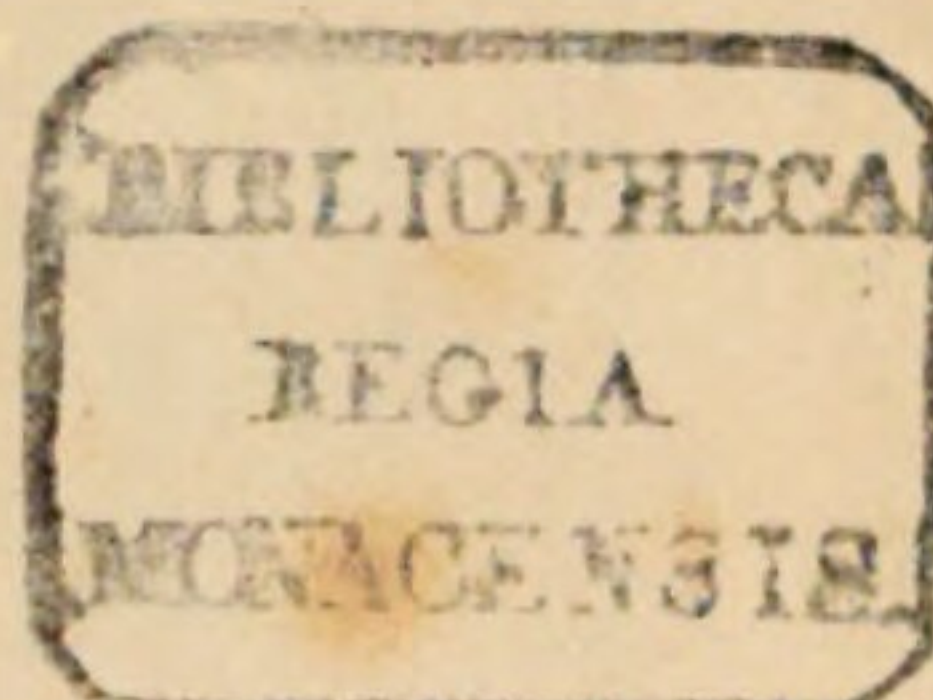
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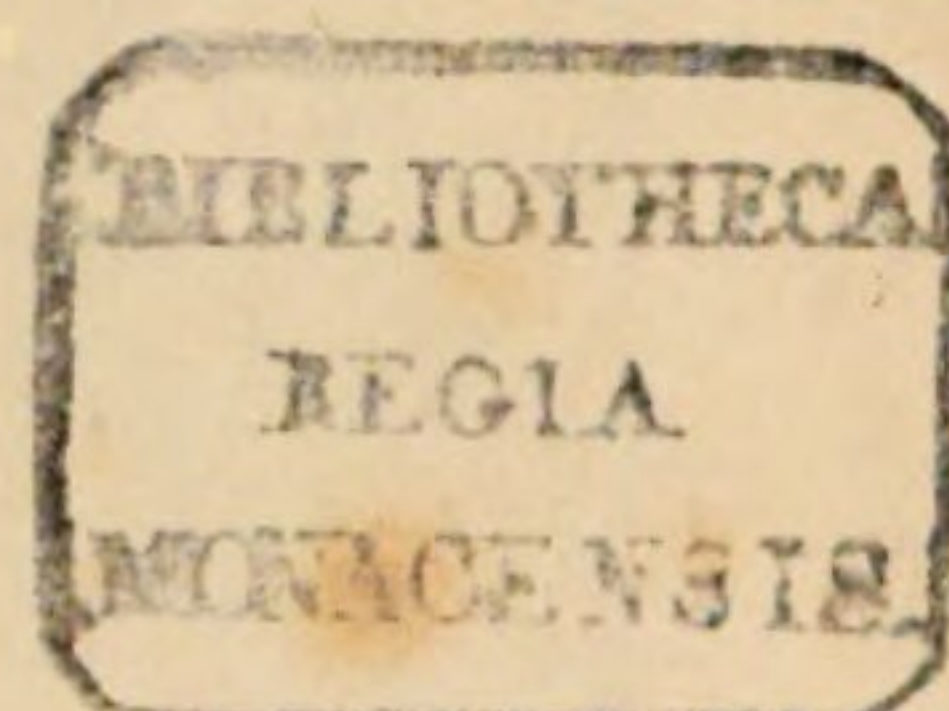
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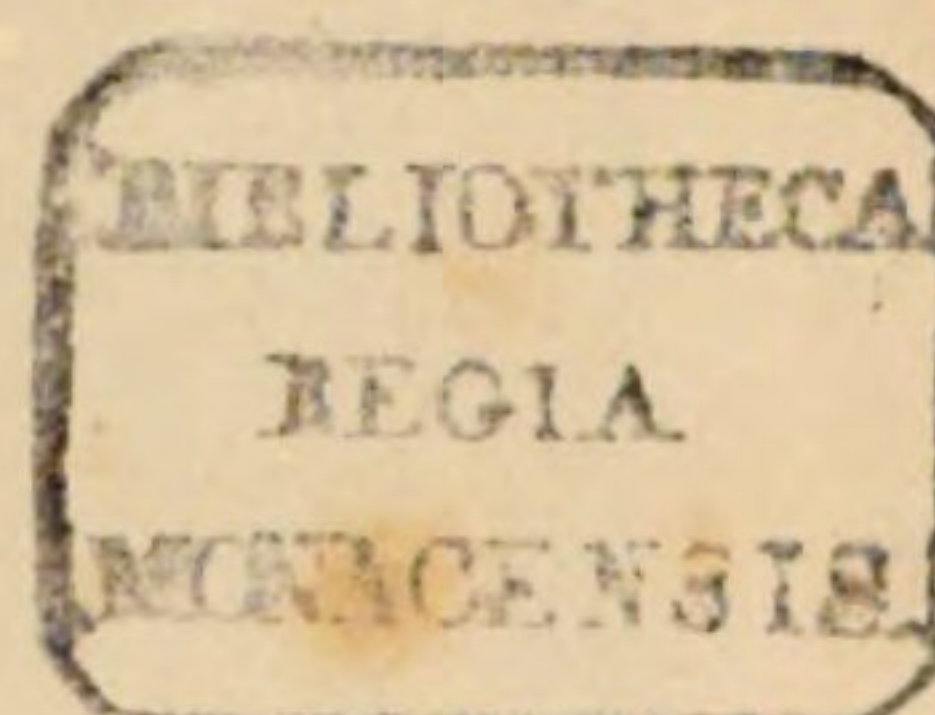
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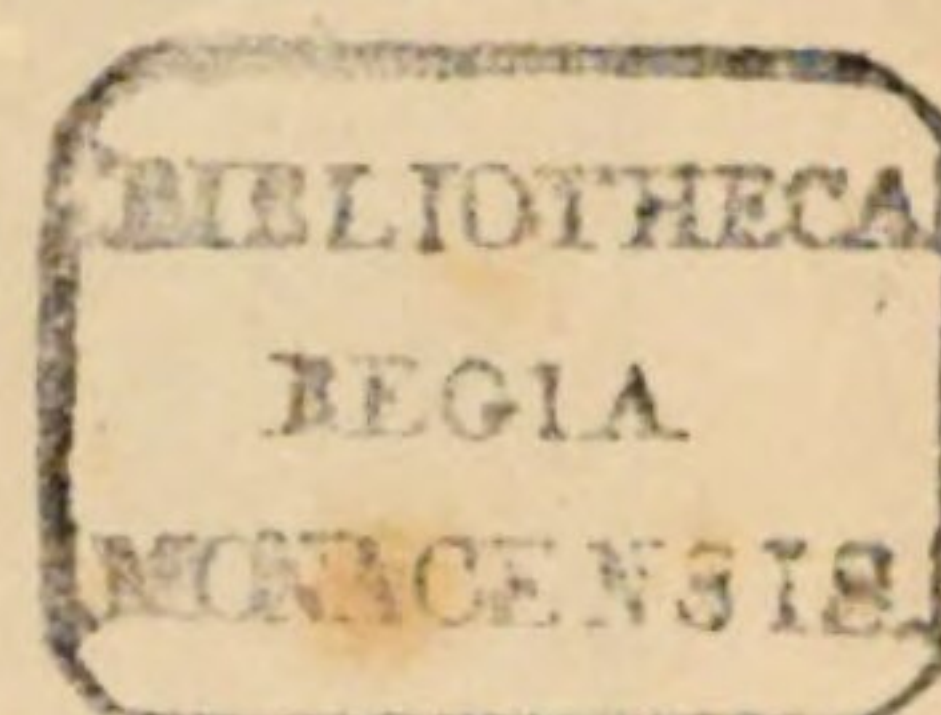


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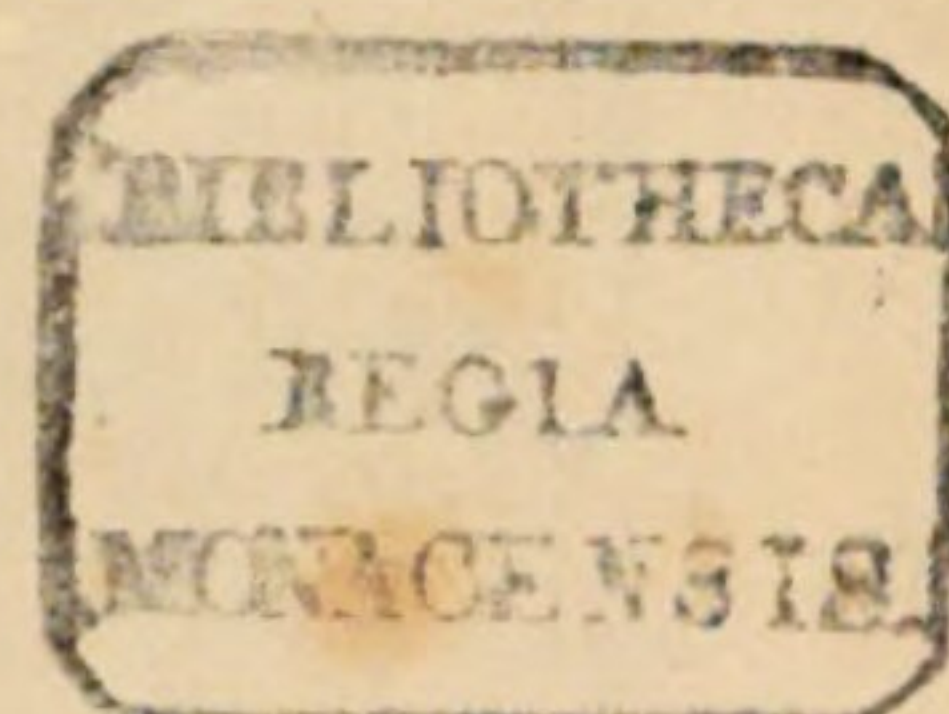


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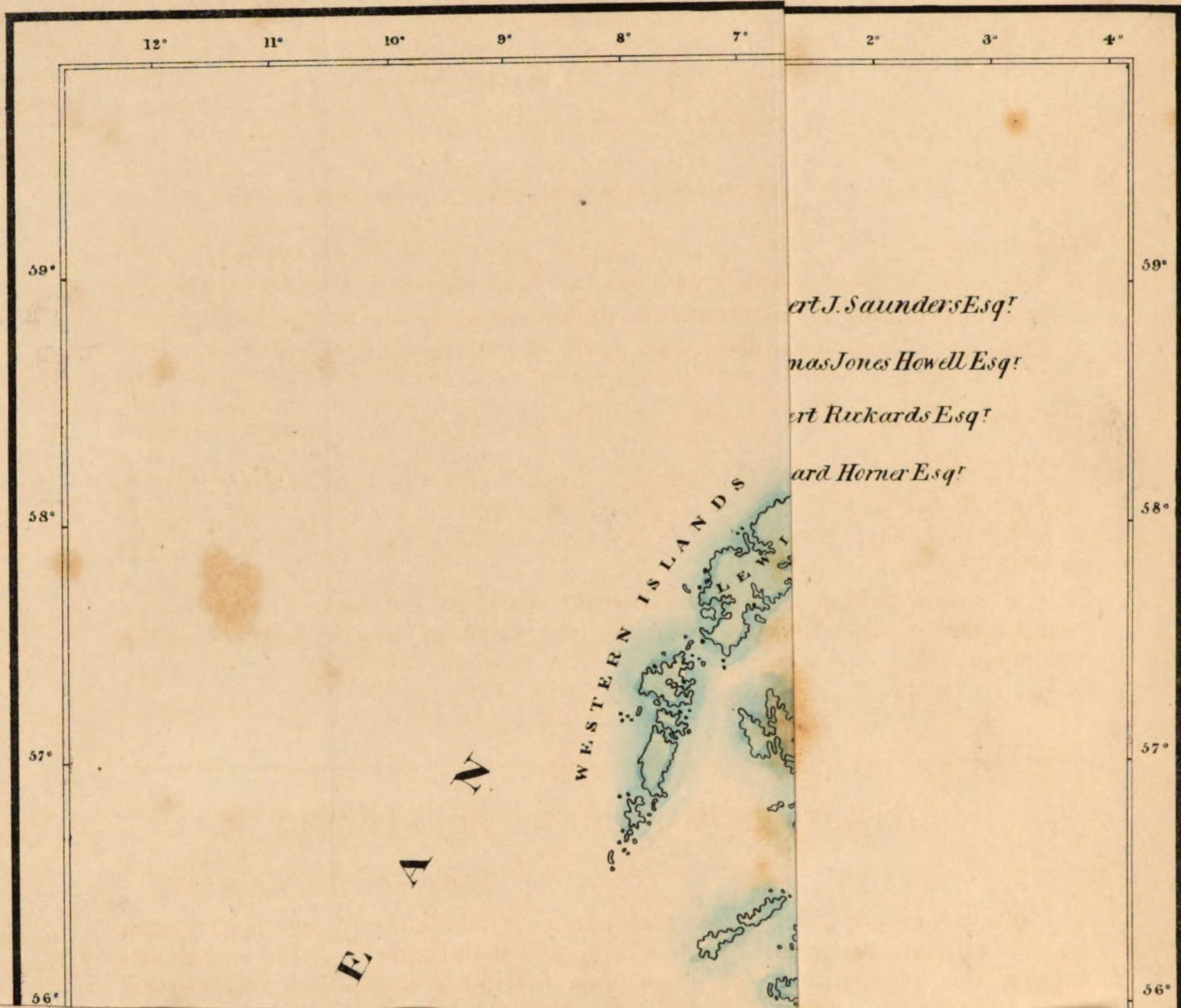


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FACTORIES INSPECTORS.

RETURN to an Address to HIS MAJESTY, dated 1 August 1834 ;—for,

A RETURN of the NAMES of the INSPECTORS appointed to superintend the FACTORIES of the United Kingdom ; the SALARIES and DISTRICTS assigned to each ; Copies of the REPORTS presented by them to The Secretary of State, according to the Provisions of the Act of Parliament.

THE Names of the INSPECTORS are, *Leonard Horner, Thomas Jones Howell, Robert Rickards*, and *Robert J. Saunders*, esquires ; each of whom receives a Salary of 1,000 *l.* per annum.—(See Parliamentary Paper, No. 256, of the present Session.)

The annexed Map shows the District assigned to each INSPECTOR :—and Copies of the Reports presented by them to the Secretary of State are subjoined.

Whitehall, 11 August 1834.

E. J. Stanley.

REPORTS FROM LEONARD HORNER, ESQ.

Sir,

Belfast, 28 November 1833.

I ARRIVED here the day before yesterday. I first addressed myself to Joseph Stevenson, Esq., proprietor of the cotton mills at Springfield, in the neighbourhood of this town, with whom I had been previously acquainted, and whom I knew to be a person of great intelligence, experience and active benevolence. Mr. Spring Rice knows him well. I explained to Mr. Stevenson that the object of my present short visit was to meet the principal mill-owners, to hear their opinions on the several clauses of the Act, and to confer with them upon the best mode of carrying its provisions into effect. I got from him the names of all the persons whom he considered it of consequence that I should see, and I requested these gentlemen to meet me at my hotel the following day (yesterday).

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L. Horner, Esq.

28 November 1833.

All came who were summoned, with the exception of two who sent apologies.

We first discussed the great leading principles of the Act, and then went through the whole of it, clause by clause.

It gives me great pleasure to have to say that I see no likelihood of any difficulty arising here to the carrying all the most important provisions into effect. Mr. Stevenson stated that he had always been of opinion, and remained so, that, for this part of the United Kingdom at least, no legislative interference was called for ; but that as they were to have an Act, he was very much satisfied with that which had been passed ; that he considered its enactments had been very judiciously framed to attain the great object in view, and with every attention to the interest of the manufacturer. In these sentiments all the gentlemen present expressed their entire concurrence, adding that the new Act was a great improvement on that to which they had been previously subjected.

Upon the subject of the relays of children, they do not see any great difficulty, considering the gradual manner in which this may be introduced by the 8th clause. They see no other way in which the reduction of the labour of the children to 48 hours can be effected, for the adults must work 12, and they cannot work without the assistance of children. The manufacturers here do not mean that the system of relays can be adopted without a reduction of the wages of children to one-half of their present earnings, and this reduction will in many instances be severely felt ; but as a very considerable number of the

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young persons in all mills are the children of the spinners who get very high wages, the loss will, in the greatest proportion of instances, fall upon persons well able to bear it.

The enactments respecting education are considered by all whom I have seen to be most salutary, and they promise their most hearty co-operation. The certificates, registers, &c. required by the Act, will occasion some trouble at first; but they make no difficulties about it, and say that when they get a little accustomed to the routine all will go on very smoothly.

The only part of the Act upon which they express any anxiety, is that relating to the mill-wardens, and they hope that the remuneration will be such as to obtain the services of a person of some station and character; otherwise they apprehend being exposed to much vexatious interference. I assured them every care would be taken to appoint proper persons. They urged the great importance, in this country, of the mill-warden being required to abstain from the expression of any decided political opinions.

I have taken full notes of all that passed at the meeting, which will be useful when the four Inspectors meet to draw up some general plan of procedure. I have not considered it necessary to enter into details at present; but I thought it would be agreeable to Lord Melbourne to hear the favourable opinion entertained of the Act by the mill-owners of this place.

I have, &c.

Thomas Young, Esq.
&c. &c. &c.

Leonard Horner.

Sir,

Glasgow, 4 December 1833.

4 December 1833.

I ARRIVED here from Belfast on Sunday morning. I saw that day Mr. Henry Houldsworth and Mr. William Hussey, two of the most considerable cotton-spinners here, who gave me the names of the manufacturers both here and in the neighbourhood, whom it was important I should see in order to collect the general feeling of the persons in this part of the country, who are effected by the Act for regulating the Labour of Children in Factories. I had meetings of those gentlemen at my hotel, on Monday, yesterday and to-day, and I have, in this way, seen 44 different mill-owners. Each day I went over the Act, clause by clause, and solicited their observations and advice as to the best mode of carrying the provisions into effect, with the least possible interference with the interests and convenience of the parties concerned. A very general disposition was evinced on the part of the mill-owners to give effect to the Act as far as it is in their power. Difficulties will be met with, especially in country places, about the relays of children, and it will require a good deal of consideration and arrangement on the part of the mill-owners to overcome these; there will also be great difficulty in complying with the clauses respecting education, until it has been ascertained what opportunities there are for the factory children going to school, and until arrangements be made with schoolmasters to induce them to take the trouble of keeping the registers and issuing the vouchers. It must be remembered that to take that trouble must be a voluntary act on their part; yet without it the manufacturer has it not in his power to comply with the provisions of the Act. I cannot see how it is possible to bring that clause into operation on the 1st March next, let the manufacturers be ever so desirous to attend to it, in cases where there are no schools attached to factories, and these form by far the greater proportion. All the manufacturers here have expressed their entire approbation of the principle that the children should attend schools a part of the day, but the mode of enforcing it, pointed out by the Act, will occasion they say a great deal of trouble. Some who are very desirous to shorten the hours of labour and to have the children educated, fear that the labour of complying with the condition of the Act will be so great, that they will be forced to resort to the lesser evil of dismissing all the children under 13 years of age. There are others, however, who cannot do without young children, and to them the difficulty of getting double sets will be diminished if other mills determine to dismiss them.

I have sent to Mr. Webster a set of queries to be printed and circulated, in order to collect as speedily as possible correct information as to existing schools in the neighbourhood of factories; and I have applied to the Lord Provost and magistrates

magistrates of Glasgow, to order returns to be made to them of all schools within their jurisdiction. I have seen on the same subject the very intelligent superintendent of public works, Dr. Cleland, and Mr. David Stow who has been pointed out to me as knowing more about schools for the poor than any man in Glasgow, and from what he says, I fear that it will be found that there is a supply very inadequate to the wants of the place.

The appointment of mill-wardens will be absolutely necessary in this place as soon as it can be done with due care. It must first be settled however what they are to do, and in order to decide how many will be required for Glasgow, an accurate survey must be made, to ascertain the number and size of the mills, in particular parts of the district.

In order to accomplish this as speedily as possible a general meeting of the mill-owners is to be held on Friday, with the view of having local committees named who shall collect the information, and then they will be able to divide the district into convenient factory wards. For this kind promise of very effective assistance I am indebted to the zeal of Mr. H. Houldsworth and Mr. Graham; yet this latter gentleman is one of those who expresses his fear that he may be forced to turn off all in his employment under 13.

The manufacturers all express the utmost anxiety about the right choice of mill-wardens. Some asked me what salary is contemplated, to which I replied that I am as ignorant as they are on that point. Mr. Houldsworth and Mr. Wright of the Lanark Mills, stated that for such duties as were likely to be required, in this part of the kingdom, men of integrity and intelligence, every way fitted, could be had for 60 *l.* or 70 *l.* per annum, and they added that such men would be more likely to do the work well than men who would require a higher salary.

I am, &c.

Thomas Young, Esq.
&c. &c. &c.

Leonard Horner.

Sir,

Aberdeen, 8 December 1833.

I BEG leave to acquaint you, for the information of Lord Melbourne, that I arrived in Dundee last Thursday night. Next morning I received a note from James Brown, Esq. stating that a meeting of flax spinners of Dundee had been held last Monday, for the purpose of considering the Factory Act, and the effects it would have on the trade; and that the meeting had appointed him and Mr. Johnston to wait upon me, and offer me every assistance in their power, in the execution of the duties I have to perform. Shortly afterwards I saw those gentlemen, and I learned from them that the Act is considered by the trade in general so great an interference with the conduct of their business, that a very general resolution had been come to, to free themselves as much as possible from its operation, by dismissing all the hands who are limited to 48 hours weekly labour. Mr. Brown and Mr. Johnston appeared to feel in the same way when they first came, but after we had gone over the Act, and they had heard the explanations I had to offer on many parts of it, they seemed to change their opinion in some degree, as to the necessity of turning off the younger children. They thought it desirable that as many of the trade as possible should hear the same explanations, and at their suggestion a meeting was called next day, the magistrates granting them the use of the Town-hall for the purpose.

About 37 mill-owners attended, and I went over the Act, clause by clause. Few made any observations except Mr. Hackney, of the firm of Chalmers & Hackney, and Mr. Peter Kinmond. Both these gentlemen expressed themselves as very hostile to the Bill: their chief objections being the necessity of having relays of children, and the trouble to which they would be subjected in complying with the education clauses; the latter was most strongly insisted upon. Their objection to relays of children was not on the ground of the difficulty of getting hands, which has been urged in other places, but in the interruptions and increased expense which they would occasion. Mr. Hackney stated that there would be no difficulty in getting a sufficient supply of children. Both of these gentlemen stated their determination to turn off all their hands who are below 11 forthwith: some of the others present said they would do so likewise, but how general that feeling was after the explanations they had heard,

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L. Horner, Esq.

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I had no means of judging. In conversation with one gentleman afterwards, himself one of the most considerable spinners, I learned that probably not so much would be done as was said: that most of them will find that, unless the Act should prove very troublesome in the working of it, it will be for their interest to keep on the younger hands.

A very general feeling of anxiety was expressed as to the appointment of mill-wardens, from whom they apprehend much annoyance unless very discreet persons be nominated.

I made an application to the magistrates for a return of all the schools existing in the place to which the factory children might be sent, and I saw two gentlemen, Mr. Christopher Kerr and Mr. Charles Bouse, who have paid great attention to the subject, and both of them have promised to furnish me with many exact particulars.

I have, &c.

Thomas Young, Esq.
&c. &c. &c.

Leonard Horner.

Sir,

Whitehall Yard, 26 December 1833.

26 December 1833.

I HAVE already communicated to you, for the information of Lord Melbourne, the result of my visits to Belfast, Glasgow and Dundee. From the latter place I went to Aberdeen, and I found there, as elsewhere, that with few exceptions, the manufacturers are well disposed towards the main provisions of the Act, all protesting however against the doctrine that 12 hours employment is injurious to the health of the children; and maintaining that, as far as Aberdeen is concerned, no evidence whatever has been adduced in support of it. Mr. Alexander Hadden, the chief proprietor of the very extensive works of Leys, Masson & Co. his sons, and his brother, who is proprietor of a separate factory, exclaimed loudly against the necessity of any interference, and expressed their determination to put themselves as far as possible beyond the reach of the Act, by dismissing all the children in their employment restricted to 48 hours labour. Other houses pointed out serious obstacles which must present themselves even to those who approve of the principle of the Act, especially in the working of the education clause.

I found Mr. Alexander Bannerman every way disposed to further the great objects of the measure: he is a partner in the house of Milne, Cruden & Co., who have taken more decided steps towards making a fair trial, how far the Act can be made to work, than any other mill-owners I have met with. They have pointed out to me, in a written communication, the plan by which they mean to work by relays of children, and they state that they propose to establish schools at their mills, both in Aberdeen and in the country, the expense of which they presume may be defrayed by the payment of 1*d.* per week by each of the children who attend. They accompanied their statement with a letter, of which the following is a copy:

"Messrs. Milne, Cruden & Co., with respectful compliments to Mr. Horner, take leave to inclose, agreeably to Mr. Horner's desire, a sketch of the arrangements as to time proposed to be adopted in their mills; and which, with any eventual slight alteration that experience may suggest, they do not anticipate any material difficulty in carrying into effect.

"Indeed, with the explanations so clearly afforded by Mr. Horner, on the subject of the required certificates, Messrs M., C. & Co. cannot foresee, in their own case, any insuperable obstacles to the successful working of the Bill."

It is important for me to notice, that the explanations here alluded to by Messrs. Milne, Cruden & Co., related chiefly to the education clause; and I proceeded upon the assumption that that clause would be so modified by the Inspectors as to make it easily practicable, which it certainly is not at present.

Mr. Thomas Bannerman, one of the proprietors, and the chief manager of an extensive cotton mill, also showed great readiness to give effect to the provisions of the Act. He suggested that it would be a beneficial arrangement if the duties of the mill-wardens in that district were intrusted to the medical officers of the Aberdeen Dispensary; he had had a communication with them, and found them quite willing to undertake the duties, dividing the district among the four surgeons, for the salary of *one* warden. This scheme has since been

been recommended to me in a paper, signed by some of the great mill-owners of Aberdeen, of which the following is a copy :

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L. Horner, Esq.

“ Having heard that Messrs. Campbell, Leslie & Codenhead, surgeons, and Dr. Kilgour, medical gentlemen who attend the General Dispensary here, have expressed their willingness that the duties of mill-warden for Aberdeen should be performed by them, we beg leave to represent to you, that in our opinion, such an arrangement is likely to prove efficient for the purposes of the Factory Act, and to be satisfactory to all parties. The whole business of the Act would pass through them, and its working be simple; and the employment in the way we allude to, of gentlemen having no possible connexion with manufactures, may do much to remove the objections there are to the inquisitorial nature of some of the provisions of the Act.

(signed) “ *Leys, Masson & Co.* *Thos. Bannerman & Co.*
“ *Alex. Hadden & Sons.* *Forbes, Low & Co.*
“ *Richards & Co.* *Milne, Cruden & Co.*”

26 December 1833.

I will now briefly state the general result of my visit to the four great seats of manufacture in my district, as regards the main provisions of the Statute.

I have found a very general approbation of the enactments which will put an end to night-work.

All, as might have been expected, agree that it will be impossible to work the full hours of the adults without relays of children, unless all be above 13 years of age. In Belfast, Glasgow, Dundee and Aberdeen, and in some even of the smaller towns, a sufficient number of children may probably be obtained, but it is apprehended that there will be a great difficulty in this respect, in the case of mills situated in the country. The manufacturers will be very reluctant to turn off the children under 13 years of age, for they very generally agree that there is a great advantage in employing them, when of small stature, in some of their processes, and that by beginning at nine or ten years of age, they acquire a much greater degree of dexterity, than when they first come to the mill so old as 12 or 13. Several of the manufacturers, however, are of opinion, that when the wages of the children are reduced, as they must be, from 2s. or 3s. to 1s. or 1s. 6d. per week, many parents will not think it worth their while to send them to the factory.

I have found an almost universal admission of the necessity of something being done for the better education of the children employed in factories; but I have found also an universal feeling that the education clause of the Act, as it now stands, is utterly impracticable; and I am persuaded that if it be attempted to put it in force, the manufacturers, however reluctantly, will instantly dismiss every child liable to the restrictions.

Great alarm was expressed wherever I went on the subject of the mill-wardens, from the fear that troublesome persons might be appointed to exercise inquisitorial powers over the manufacturers. It is of the first importance that the greatest caution should be used in the selection of fit persons, and in clearly defining their duties and powers.

The 24th clause is very generally objected to. By it no child can remain in the factory more than nine hours in the day, even though not employed; and it will very often happen that the children will be turned out of a warm and comfortable room into a dirty street or road, in the midst of rain or snow, and perhaps without a home to go to, their parents being employed, and possibly in the very factory from which the children have been turned out.

Thomas Young, Esq.
&c. &c. &c.

I have, &c.
Leonard Horner.

FIRST REPORT to the Right Honourable Viscount *Duncannon*, H. M. Principal Secretary of State for the Home Department. By *Leonard Horner*, Esq. Inspector of Factories.

My Lord,

London, 21 July 1834.

IN compliance with the duties imposed upon me by the 45th clause of the Act of Parliament, under which I hold my appointment, I have now the honour to lay before your Lordship, a report of my “visits and proceedings” from the date of my entering upon my office to the present time.

21 July 1834.

Report of
L. Horner, Esq.

21 July 1834.

I had the honour to receive my commission from His Majesty on the 4th of November last. I was directed by Viscount Melbourne to meet my colleagues in London in three weeks from that period, for the purpose of our conferring together, as required by the 45th clause of the Act; and in the mean time to proceed to my district.

The whole of Scotland and the northern half of Ireland were assigned to me, and Lord Melbourne subsequently added the four northern counties of England. It was not possible for me to do more in three weeks than to visit some of the principal places; and I accordingly went to Glasgow, Dundee, Aberdeen and Belfast, where I had some general conversation with the most considerable manufacturers on the several provisions of the Act with which they would shortly after have to comply.

From the 17th of December to the 5th of February, I was occupied with my colleagues in London, and in preparations for my entering upon my duties of inspection on the 13th of February, the date when the chief provisions of the Act came into operation. I left London on the 6th, and I completed my first tour of inspection on the 4th instant, at Navan, in the county of Meath.

Mr. John James was appointed by Lord Melbourne on the 1st of March, on my application, as Superintendent of Factories, to act under my direction.

I have either personally, or through my assistant, inspected every factory in my district, with the exception of a few of very small extent, which, from their situation, I was not able to go to without losing time from more important objects; but I shall take an early opportunity of inspecting them hereafter. I gave specific instructions to Mr. James as to what he was to attend to, and got immediate reports from him of his observations at all the places he visited. The district surveyor of taxes had been required to make a return of all the mills and factories in the United Kingdom engaged in the manufacture of cotton, wool, flax and silk, and the Inspectors were thus furnished with a list of the mill-owners in their several districts.

It was material that the attention of the mill-owners should be early directed to certain provisions in the Act, and that I should be supplied as early as possible with correct information from each factory, on several particulars. I therefore, on the 24th of January, forwarded from London a circular letter to each mill-owner in my district, enclosing a copy of an abstract of the Act, which had been printed under the direction of my colleagues previously to my appointment, and a copy of some orders and regulations, which had been drawn up by my colleague Mr. Saunders and myself. Copies of my circular letter, and of the above orders and regulations, are annexed to this Report, as also a copy of a series of queries which I transmitted at the same time. I issued 504 copies of these queries, and I have received answers to my letter from all, with the exception of three persons. These answers have brought 473 returns to the queries, the other mills not being subject to the Act. The surveyors of taxes had, in some instances, given in the names of factories not intended to be included.

I have drawn up in a tabular form, the results which I have obtained from these returns, and that table will be found in the Appendix.

I shall now briefly allude to these results.

SCOTLAND.

The total number of cotton, woollen, flax and silk factories in Scotland, in which the machinery is moved by steam-engines or water-wheels, amounts to 388. It is possible that there may be some country woollen mills which have been omitted by the surveyors, but if so, they can only be on a very small scale. The chief seats of the cotton and flax mills are in those parts of the country where coal abounds, or is to be had at a cheap rate from the vicinity of the sea; and some great mills have been established in situations distant from coal, where there is a great command and fall of water: but it is remarkable, that some situations in Scotland, highly favourable for manufactures, are without them, as for instance in the neighbourhood of Edinburgh, where coal is very cheap, where there is a large population to supply young hands, and where there is a sea-port to save the expense of land-carriage, both for the raw material and the manufactured article.

With the exception of some large establishments at Aberdeen, and one at Stanley, near Perth, the cotton manufacture is almost entirely confined to Glasgow,

See pp. 15, 16, 17.

See p. 18.

Glasgow, and the country immediately adjoining to a distance of about 25 miles radius, and all these country mills, even including the great work at Stanley, are connected with Glasgow houses, or the Glasgow trade.

The spinning of flax by machinery is the next manufacture carried on in mills to a large extent. These factories are even more numerous than the cotton mills, but are generally on a smaller scale. The chief seats of that manufacture are in the counties of Forfar, Fife and Aberdeen; they are chiefly engaged in spinning the coarser qualities of yarns, but the finer qualities are on the increase.

With few exceptions, the woollen mills of Scotland are on a small scale. Of the total number 89; 71 do not employ 50 people each, and of these 71, there are 26 which do not give employment to 20 people each.

There are only six silk mills in all Scotland, and only three of these are of any importance.

The total number of persons employed in the cotton, woollen flax and silk mills of Scotland, is 46,825; of whom 13,721 (3,799 males and 9,922 females) are between the ages of 13 and 18; and 6,228 (2,552 males and 3,676 females) are under 13 years of age. There are few under 11: their number as stated in the returns, amounts to 1,143; but that is not to be taken, as the number now in the mills, for I have found that since these returns were made, some mill-owners have discharged all under 11, and taken on older children in their stead. At the same time I am inclined to think, that a deduction of 100 would cover all who have been so discharged; for it was usually in cases where two, three or four only were under 11, and it was not thought worth while altering the arrangements of the mill for so small a number.

The enumeration of steam-engines and water-wheels is not to be understood, as showing the actual number of engines and wheels, because the returns from those mills, where more than one engine or water-wheel is employed, only state the total amount of the power. It will be seen, however, that the total amount of steam power is 5,330 horses, and that the water-wheels are estimated as equal to a power of 4,822 horses, making together a mechanical moving power equivalent to 10,152 horses.

IRELAND.

Few factories are as yet established in the north of Ireland, only 34 in all, and several of these on a very small scale. It is remarkable that there is not a single woollen mill, great or small; and north of the county of Dublin, no silk mills exist. There are some considerable cotton mills in and near Belfast, and recently some very large establishments for spinning flax have been erected, and more are in progress.

The total number of persons employed in the factories subject to this Act, in the north of Ireland, is 5,395; of whom 1,965 (525 males and 1,440 females) are between 13 and 18 years of age; and 427 (170 males and 257 females) under 13; of these 427, only 47 are under 11 years of age. Hands are so plentiful and labour so cheap, that the mill-owners at present have no occasion to employ any under 13.

The mechanical moving power is equal to 1,280 horses, of which 733 are steam, and 547 water.

ENGLAND.

With the exception of Carlisle and the immediate neighbourhood, factories are but thinly spread over the four northern counties of England, the total amount being 52. But it must be remembered that Kendal and the neighbourhood, where there are several, is not within my district. The total number of persons employed is 3,960; of whom 1,119 (319 males and 800 females) are between 13 and 18 years of age, and 418 (207 males and 211 females) are under 13 years; of these 418, there are 69 who are stated in the returns to be under 11.

Soon after my arrival in Glasgow I found that the Act I was to call upon the mill-owners and their work people to fulfil was very imperfectly understood, and very often wrong interpreted both by masters and operatives. As I saw some danger of the enactments of the Statute being disobeyed from the ignorance or misconception of those subject to it, as to what they were bound to attend to, I prepared and published, in a cheap form, a small pamphlet, which

Report of
L. Horner, Esq.

21 July 1834.

I entitled "The Factories Regulation Act explained, with some Remarks on its Origin, Nature and Tendency." I prefixed the following notice to it: "In the course of my duty as Inspector of Factories, I have found many of those who are chiefly interested in the Act, whose every day business is materially affected by it, very little acquainted with its provisions, and very often misunderstanding both them and the general object of the Statute. An Act of Parliament which interferes with the freedom of labour in all the cotton, woollen, linen and silk factories in the United Kingdom, affects the largest proportion of the manufacturing population of the country, and some of the chief sources of our national prosperity; it is therefore highly expedient that its enactments should be rightly understood both by masters and operatives.

"As a law can neither be strictly or cheerfully complied with, unless it be understood, I thought that it might remove many impediments in the way of this, in most respects, very salutary measure, if the provisions of the Act were shortly stated in familiar language, and if a few remarks were added on its origin, nature and tendency. I mentioned this view to some of the most intelligent and influential of the mill-owners of this place, as well as to some of the operatives with whom I have conversed, and finding their opinions in accordance with my own, I proceeded.

"I have endeavoured to state the enactments in plain language, divested as much as possible of mere legal terms, and as shortly as I could, so as not to omit anything material for the mill-owner and the operative to be acquainted with. I have deviated from the order as well as from the language of the Act, and have brought together all that belongs to one subject.

"I have stated very briefly all that relates to the legal proceedings to be followed in case of any infringement of the law: all who want for information in such circumstances must consult the Act itself. There may be cases of doubt whether a particular factory or a particular process in a factory, comes under the Act; in these also the precise language of the Act must be referred to.

"The inspectors being at liberty to make regulations suited to the circumstances of their several districts, it is to be understood that the regulations I have alluded to are such as I have issued, under the authority of the Act, for Scotland, the north of Ireland, and the four northern counties of England, being the district which His Majesty's Secretary of State has assigned to me.

"This publication is intended chiefly for the working classes. In my visits to the factories I have an opportunity of explaining in conversation doubts as to the provisions of the Statute, and of correcting misapprehensions as to their tendency on the part of the mill-owners; but as I can only have a very limited personal intercourse with the operatives, I take this mode of communicating to them what I have said to their employers.

"Glasgow, 7th March 1834."

"L. H."

The chief enactments of the Statute are, that no child shall be employed under nine years of age, except in silk-mills: that after the 13th February 1834, no child shall be employed without previously producing a certificate of age from a surgeon: that no child under 11, and eventually none under 13 years of age, shall work more than nine hours in any one day or more than 48 hours in the week, and never in the night.

That no young person under 18 years of age shall work more than 12 hours in any one day or more than 69 hours in the week, nor in the night, except under particular circumstances.

That children limited to 48 hours work in the week shall attend school daily.

That an hour and a half in the day shall be allowed for the meals of all under 18.

That holidays equal to six entire days in the course of the year shall be given to all under 18.

That an abstract of the Act shall be hung up in a conspicuous part of the mill, and that the interior of the mill shall be white-washed at proper intervals. The other enactments may be considered as subordinate to these main provisions.

I shall now report how far these have been attended to, and unless otherwise expressed my observations refer to the whole of my district.

1. *Employment*

1. *Employment of Children under Nine Years of Age.*

Except a few in the silk-mills at Glasgow, I have not found any child under that age employed in any factory.

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2. *Certificates of Age.*

This enactment had been neglected in a great many cases, in none I believe intentionally, but from the parties not knowing exactly how to proceed. The usual excuse I received was, that they had waited till I came round to instruct them how to act, or till a doctor had been appointed by me.

I very early saw that great confusion would arise, and that frauds might be committed, if the certificates of age were obtained from any person, calling himself a medical man, whom the workers might apply to, and I therefore specially appointed in each place one or more surgeons to issue the certificates. Without this they might have been granted by incompetent persons, and in forms different from that which the Act prescribes; and I considered it moreover to be material that the surgeon should keep a register of all the certificates he might issue. I furnished each surgeon with instructions how to proceed: a copy of these instructions will be found in the Appendix to this Report. I have had to appoint 112 surgeons in different parts of my district.

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I believe that, by this time, every factory under my inspection is provided with certificates of age from all the children employed, and in most cases from all the young persons under 18 years of age. This mode of determining the age, doing away with the necessity of obtaining extracts from parish registers, and of calling upon parents for declarations, has been universally approved of, except that the work-people have now and then complained of the fee, especially those above 15 years of age.

I considered it equitable that the surgeon should be paid by the party in whose favour the certificate was granted, for it was not to be expected that the surgeon should undertake the trouble for nothing; but I settled that the fee should not exceed 6d. for each certificate. By the arrangement I have made, one certificate will suffice for the person's whole period of restricted hours, if preserved, however often they may change their employer, and therefore so small a fee cannot be considered oppressive. In some of the larger factories to which a medical man is attached the fee has been paid by the proprietor.

3. *Limitation of the Hours of Work of the Children.*

There are comparatively few mills in my district, not more than 25, in which children under 11 years of age are employed. In these, with very few exceptions, I found the hours restricted in conformity with the Act, and when I noticed an irregularity in this respect, the owner invariably undertook to correct it immediately.

4. *Limitation of the Hours of Work of Young Persons under the age of 18 years, to 12 hours, and restriction as to Night Work.*

This enactment I have found, with very few exceptions, strictly attended to. I have heard this limitation to 12 hours of daily work very generally approved of, even by some who had been in the habit of working longer. They said they had worked 13 and even 14 hours a day, because they found others do so, but when all are put upon one footing, they infinitely prefer 12 hours. In the same manner, and even to a greater extent, is the prohibition as to night-work approved of; indeed I may say this part of the Act is hailed as a great benefit by a large majority of the mill-owners. I cannot report it to be universally so, for some of the owners of the woollen mills at Hawick and Galashiels, complained of it as a hardship, and that it would occasion a great loss to them. They have always a press of business at the end of summer and in the autumn, in preparation for the winter demand, and they have been hitherto in the habit of working in the night during that period.

5. *School Attendance of the Children.*

In no part of my district have I found the enactments of the Statute on this head complied with, and if I had insisted upon the literal fulfilment of the 21st

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clause, I am persuaded that the immediate consequence would have been that all the children under 11 years of age would have been discharged. I shall revert to this subject in a subsequent part of my Report.

6. *The Meal Hours.*

This enactment I have found very generally attended to. In most instances three-quarters of an hour are allowed for each meal, or half an hour for breakfast and an hour for dinner; but I have sanctioned also this arrangement, viz. half an hour for breakfast, half an hour for dinner, and stopping the mill half an hour sooner in the evening, to let the people go home to their tea or supper. This last plan is preferred by the workers, where they live near the mills, and it has the advantage of saving the proprietor half an hour of lighting in the winter time.

7. *Holidays.*

In many factories it has been the practice to give even more holidays than the Act requires, but in general not so many. When there were only a few given, the workers received their wages as usual, or had an opportunity of making up the lost time; but many of the masters say that they will not pay for so many holidays, and that therefore their workers will consider the Act anything but a boon in this respect. I have directed that all the holidays given shall be recorded, that in future visits I may see that the Act has been fulfilled in this respect.

8. *Abstract of the Act.*

With few exceptions the Abstract of the Act has been found fixed up, but often not so well placed for being seen by the workers as it ought to have been, and where this was the case, it was required to be placed in a more conspicuous situation.

9. *Whitewashing.*

It appears to have been the general custom, throughout my district, for the interior of the mills to be whitewashed once a year. I found some exceptions to this; in others I gave an exemption from the necessity of whitewashing for a year.

It is gratifying to be able to state that I have not had a single complaint laid before me; either on the part of the masters against their servants, or on the part of the servants against their masters; nor have I seen or heard of any instance of ill-treatment of children, or of injury to their health by their employment. I have only in a very few instances found it necessary to notice parts of the machinery as not being sufficiently boxed, that is guarded against the risk of accidents.

On several occasions the mill-owners have expressed their approbation of the main provisions of the Act; and some of them in the cotton trade have said that the present Act is a great improvement upon that for the regulations of their factories to which they were previously subject.

In so far as regards the employment of young children, the Act has as yet come only very partially into operation in my district. It has not been the general practice to employ many children under 11 years of age, except in some particular kinds of cotton-spinning, where small-sized children are found useful; it appears to have been more in compliance with earnest solicitations from parents, or on the score of compassion for destitute children, than from their own interest, that mill-owners have suffered children under 11 to come into their factories. But, in such cases, there were not usually more than three or four; and as it was not worth while to subject themselves to the trouble of attending to the restricted hours and the school clauses of the Act, for so small a number, these young children have usually been discharged. But after the 1st of March next, every child under 12 years of age will be restricted to 48 hours in the week, and will have to attend school daily; and as a large number of children will be affected, the masters will have to turn their thoughts to this part of the Act with more earnestness than they appear, in many instances, as yet to have done.

To

To prevent the labour of the adults from being abridged, two sets of children or relays must be had recourse to, either a double set, or three for two; that is, three children must be employed for eight hours each, where two used to work 12 hours each. The latter is the preferable plan, because it calls for a smaller number of additional hands, and occasions a less reduction in the wages of children. I obtained from Mr. Henry Houldsworth of Glasgow, a plan for working by relays in this manner, which I printed and circulated throughout my district. A copy of this paper will be found in the Appendix.

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It is of much importance for the practical working of this relay system, that the times of change should be at the meal hours when the work stops at any rate. In Scotland and the greater part of Ireland, the breakfast hour is nine o'clock, and the dinner hour two o'clock, and in this way the eight hours are obtained without the children coming or going at other times than at the meal-hours. But in some places long established habits, extremely difficult to change, interfere with this. Thus, at Darlington, Messrs. Pease & Co., who are desirous to adopt the relay system, have been hitherto unable to make a satisfactory arrangement, because the meal-hours there are, 8 o'clock for breakfast, 12 o'clock for dinner and 4 o'clock for tea; and thus only six hours can be had before dinner, and six hours after dinner. They consider it hopeless to attempt to alter the meal-hours, because their young hands are the children of tradespeople in the town, who will not, and perhaps, in many cases, cannot change their hours; and if the children were not to eat at the same time as their parents, they would often come badly off, or the expense of feeding them would be increased. In such cases therefore a double set must be had.

It is the opinion of the majority of those with whom I have conversed on the subject, that in great towns, and in many country situations, there will be no obstacle to the relay system on the score of a short supply of children. But there are situations where great difficulty will be experienced, at least for a time, and it will be proper to consider whether any relief can be given to those mill-owners, who may have made every effort to obtain an additional supply of young children for relays, but without success; or whether the great object of the Legislature will render it necessary that such mill-owners should be left to the necessity of employing adults or children above the restricted age.

The proprietors of the Stanley works, near Perth, are bringing families from the Highlands to settle at their village, in order to increase their supply of children; and Mr. Craig of Prestonholm, in Mid-Lothian, a retired situation, is about to build additional cottages near his mill for the same purpose. Some are contemplating the taking of apprentices from the parishes in London and elsewhere.

I have said that several mill-owners in my district, are now employing children under 11 years of age, and working them by relays. Most of them are only to a limited extent, and the plan has been tried for too short a time to enable one to form an opinion as to its success. The factory, where the system is in operation on the largest scale in my district, is at the cotton works of Messrs. Finlay & Co., at Deanston, near Doune, in Perthshire. This factory is on a great scale, the water-power being equal to 300 horses, and 800 persons being employed, of whom 442 are under 18 years of age. Mr. Smith, the able and enlightened resident partner, of the establishment, is a zealous advocate for the limitation of the hours of the children, and for the enforcement of their attendance on school, and immediately upon the Act coming into operation, he adopted the relay system. He has now 106 children under 11 years of age working upon that plan, and attending school for at least two hours a day for six days out of the seven in each week. I visited the works on the 18th of June, and conversed with Mr. Smith and with two of his overseers, in order to ascertain how the plan was working after a four months' trial. The account I received was, that at first there was some awkwardness, but that the difficulties were overcome and the plan was going on smoothly without inconvenience of any sort to the business of the factory. The Deanston works are far from any great town; and Mr. Smith is apprehensive that there will be some difficulty in getting as many young hands as they require, at least for some time, as they are very considerably enlarging the works; but he appears to entertain no doubt that they will ultimately get all they want, that the system of short hours will

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work well, and that it will essentially promote the interest both of the work people and of their employers.

Mr. Smith does not stand alone in this opinion; many other mill-owners have expressed themselves to me in the same manner. But there are on the other hand others, not less anxious to promote the welfare of their work-people, who object to the short hours, on the ground of the injurious effects on the comfort of the children from the reduction of the wages. This will be felt no doubt in many instances, but in a very considerable number of cases the young hands are the children of adults, who are in the receipt of good wages. If the supply of children be not superabundant, the reduction of wages will not probably take place in the same proportion as the reduction of hours. This will occasion, by so much, an increase of the cost of production, but it can only be to a very inconsiderable amount.

Another objection to the relay system, which has been strongly urged by some, is, that if work in which two sets of children are employed be spoiled, it will be impossible to detect who is to blame, as one set of children will lay it upon the other. By other mill-owners, however, the objection is held to be one which a proper system on the part of the overseers, would easily obviate. I am strongly inclined to believe that it will not be found practicable to limit the labour of children of 12 and under 13 years of age to 48 hours a week, from the impossibility of finding a sufficient number of relays even in populous towns, because the sources of supply diminish from several causes at that more advanced age. But I think the object, which the Legislature has had in view of improving the moral condition of the factory children, may still be attained, although the restriction were taken off from those who have attained their twelfth year, if all between 12 and 14 years of age were required to attend an evening school for one hour on five days in each week, and if none were allowed to get full time employment between 12 and 16 years of age, without previously producing a certificate of their being able to read and write.

But with the most abundant supply of children, and with the best disposition on the part of the mill-owners, the conditions of the 21st clause cannot be complied with. It is the universal opinion of the mill-owners, an opinion in which I entirely concur, that what is there required would necessarily be so troublesome as to be a great grievance.

Every child is required by the Act to produce every Monday morning, a certificate of having attended school for two hours at least, on six days of the preceding week, on pain of dismissal from the mill. Very few mills are situated near a school which is open at such hours as many of the factory children could attend, that is, early in the morning and late in the afternoon. There is no obligation on the part of the schoolmaster to take the trouble of making out the certificates, and, in fact, some in Glasgow have already refused to do so.

Few schools are open on Saturday after mid-day, and although attendance on a Sunday-school may be taken as one of the six, as these are usually taught by several voluntary teachers, and the children are mixed up together in great numbers, it would be almost impossible to obtain certificates of attendance; and if they could be had, each child must then have two certificates each week.

In a mill where the clerks have generally enough to do, (and in the small mills there are no clerks,) the examination of these certificates would be a very considerable labour; besides that, the children would be perpetually losing them, and the variety of excuses for non-attendance, which the mill-owner would have to investigate, would be endless. Then if the children play truant, or are kept away from school for frivolous or insufficient reasons, the mill-owner, who is in no way to blame, must dismiss them, possibly to his great inconvenience and loss, by the stoppage of his machinery until new hands can be procured.

Under these circumstances, I have exercised the discretionary power with which the Inspectors are invested, and have dispensed with the rigour of the 21st clause in those mills employing children under 11 years of age. I have said that one general certificate of weekly attendance at school, of all the children belonging to one mill, and attending the same school, will be sufficient, and on such days, and for such periods of the day as circumstances will admit of. I have desired the mill-owner to discharge the child in the case of repeated absences from school, without a good excuse, giving him time, however, to obtain a substitute in the first instance.

The

The returns which I have received to my printed queries, show that there are very few factories without a school in the immediate vicinity of it, that, with few exceptions, these schools are open to children of every religious denomination; that writing and accounts are taught in all; that the expense of instruction in Scotland is from 2s. to 2s. 6d. per quarter for reading, with 6d. per quarter more for writing, and the same additional sum for accounts. In some places it is a little higher, but these are the usual rates. In Ireland, the fees are lower, in many cases 1d., in others 2d. per week for all the branches; but these low rates are in schools maintained from other sources. In the greater number of the returns from the northern counties of England, the schools are stated to be either on the national system, or free. Where that is not the case, the fees are from 3s. 6d. to 5s. 6d. per quarter.

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But it does not follow that because a school is in the vicinity of a factory, it can be made use of for the education of the children who work in the factory. Thus at Dundee, there are schools in the town sufficient to educate 2,200 children, but very few of those schools, which are mostly private, could be used for the factory children. Suppose a system of relays acted upon, and the children divided into three sets, *A*, *B* and *C*, two sets are always in the mill during the working hours, and one set at school; thus,

A goes to school before breakfast,
B between breakfast and dinner,
C in the afternoon;

and therefore the school must be open at seven in the morning, and till five in the afternoon at least. Now this is rarely if ever the case with private schools, or indeed with public schools, nine to three being the usual time. Again, the factory children must go in their working dresses, for they have not time, nor could they afford to change; and neither do the masters like to receive them, nor will the factory children themselves go in that attire to mix with other children better dressed.

It is therefore indispensable for the right working of the Act in this respect, that there shall be a school which is open at right hours for the relay system, and to which the children can go in their working dresses. This can only be accomplished by a school attached to a factory, or by several factories, situated near each other, uniting to set up a school in common. In extensive works, situated in the country, a day-school is often attached to them, and in this respect many mill-owners have gone to a considerable expense. In many factories, both in towns and in the country, I have found evening schools attached to them; but these would not be available for the relay system.

I have drawn up a plan for the establishment of a factory school, where three or four, or a greater number of mills are situated close together. If the number of children to be taught amount to 300, that is, three sets of 100 each, the school may be supported from the fees alone; by a payment of 2d. a week from each child. That payment would yield 130*l.* per annum, and as the school-room might be used in the evening for the young persons in the mill who work 12 hours, 20*l.* or 30*l.* more might be got. Such a sum would not only defray the rent and ordinary charges, but would give an ample remuneration to an excellent master and an assistant. Where the number of pupils was smaller, a subscription among the manufacturers, or assistance from some other source would be necessary.

As the largest proportion of the children in factories are females, it is important that their peculiar wants should be attended to in the school arrangements. By the employment of young females all day in factories, they lose the opportunity of learning many domestic acquirements which are very necessary to make them good wives and mothers, and to fit them for domestic servants, which they very often become when grown up. It is therefore a part of my plan, that there shall be a female assistant in the factory school, and that on three days in the week instruction shall be given in needle-work. This, together with the opportunity which their restricted hours of factory-work will afford of learning something of domestic duties at home, in assisting their mothers, will remove, in a great degree, that disadvantage which has been found to attend the employment of females in factories.

The master being appointed by and entirely under the control of the mill-owners, I propose that he should relieve them of a great deal of the trouble

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connected with the certificates of attendance. I make it his duty to have a correct list of all the children belonging to each mill, who ought to be in attendance at school; to go once a week to each mill to ascertain that his list is correct, by adding new comers and taking off those who have left the mill, and at the same time to deliver a certificate of attendance of the children during the past week, and to report upon delinquents. I thus call upon the mill-owner to take no more trouble than to look over the certificate, and, in the case of those who have been absent without such an excuse as the master reports to be sufficient, to exercise his, as it were, parental authority in aid of the discipline of the school. The ordinary power of the schoolmaster, aided by the mill-owner, and by the 29th clause of the Act, which imposes a penalty upon parents deriving benefit from the wages of the child if they neglect to send it to school, would secure a pretty regular attendance. This plan has been approved of by all to whom I have as yet had an opportunity of submitting it; and I am in hopes that several such schools will be established in the course of the next spring, when the Act applies to children under 12 years of age, and when there will be a much larger number to educate.

It appears to me desirable that the schools, to which the children are sent, should be approved of by the Inspector, for I have found parents, from mere caprice, in opposition to the wishes of the mill-owners, sending their children to very incompetent teachers, when an excellent school, unobjectionable on any just ground, was within their reach.

It has been suggested to me by some mill-owners, who have given ample proof from the state of their works of their anxiety to promote the welfare of the young people in their employment, that the hours being restricted to 48 in the week, it would be a great improvement in the Act if the same liberty were given to all mills, as has been given to silk-mills, viz. to employ children younger than nine. Not many would be employed, because there are few mill-owners who wish to have them before ten years of age; but in some branches of the cotton-trade they would be employed at eight, or even younger; and as their occupation in the mills is so light as to cause no bodily fatigue, they would pass their eight hours there as beneficially for their health as at home, indeed in most cases far more so. Although they would get little, that little would be an object to many poor families.

The same persons have urged that if the period within which the 12 hours daily work may be taken, were extended from five in the morning to nine at night, instead of from half-past five to half-past eight, in some cases, and in some situations, the machinery might be kept going 16 hours in the day by two entire sets of people, each employed only eight hours, and that the power of so working the machinery would be a great advantage.

A case was stated to me in Ireland of the Act bearing hard upon the work-people in some parts of the country, by the prohibition against working after half-past eight in the evening. There are mills in country situations, to which some of the workers come from a distance of two miles, and it has been the custom not to begin work in the winter-time till daylight, making up the time by working till nine or half-past nine at night. Before this plan was introduced, it was found that the workers, having no means of ascertaining the exact time, in their anxiety not to be too late, used very often to come an hour, or even more, before the mill was open, especially in moonlight mornings, and thus suffered much from exposure in the open air. Under the present Act, the mill-owners, however reluctantly, will be obliged to begin at seven in the winter mornings as before.

The obligation of turning the children out of the mills, as enjoined by the 24th clause, has been complained of as an injury to many children whose homes are at a distance, especially in bad weather. Their victuals are often brought to them, or they would take their food with their parents in the mill, but this clause prevents them doing so, except in those cases where there are rooms in which no machinery is employed, and which seldom happens.

On the subject of the registers which the mill-owners are required to keep by the 18th clause, I have not thought it advisable to lay down any rules. I have found the facts required to be registered generally recorded in some form or other, and when that is the case, it is not of any consequence if the forms be different in different mills; and the owners will generally prefer that to which they have been accustomed. Besides, until the Act comes into operation more extensively,

extensively, and until I have had more experience, I am not prepared to say what form of registers may be required for different mills, and what forms will be best.

I cannot conclude this Report without stating that I have met with the most courteous attention on the part of the mill-owners and their people, wherever I have been. With some modifications of the Act, which would in no degree interfere with its principle, the great object of bettering the moral condition of the children, may, in my opinion, be attained without any undue encroachment upon the proper business of the factory. All my intercourse with the mill-owners has satisfied me that, if they be not called upon for more than a reasonable amount of trouble, they will give their cordial assistance to promote the objects of the Legislature, and without that concurrence any measures that could be devised must prove only very partially effective in practice.

I have, &c.
(signed) *Leonard Horner.*

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APPENDIX to the REPORT to the Right Honourable Viscount *Duncannon*,
H. M. Principal Secretary of State for the Home Department. By *Leonard Horner, Esq.* Inspector of Factories; 21st July 1834.

Sir,

Factory Inspectors' Office, Whitehall-yard,
24 January 1834.

As Inspector of Factories in that part of the United Kingdom in which your mill is situated, I expected to have been able to communicate with you long before this time, but I have been prevented by several unavoidable interruptions to the progress of proceedings in which I have been engaged, since the middle of December, in common with my colleagues, in fulfilment of the terms of the Factories Regulation Act.

I enclose an Abstract of that Act, to which I beg to call your particular attention. Certain enactments come into operation after the expiration of 6, 18 and 30 months after the 29th August last, the date of the passing of the Act. On reading the Act itself, I understood months to mean calendar months, and I so interpreted it to some of the gentlemen I saw in my late visit to a part of my district; but I now find that the expiration of the first six months will be on the 13th February next, because, in all Acts of Parliament, unless otherwise expressed, the legal meaning of the word month is a lunar, and not a calendar month. As this rule of law is obviously inapplicable to the second and third periods, because age is meant to be determined, I have no doubt that the mistake will be corrected in proper time.

I enclose a form for the medical certificate, which you can show to any medical man to whom you or your workpeople may apply in the first instance, for the purpose of complying with the Act, until I have the pleasure of seeing you. I hope, with your assistance, to be able to make some arrangement which will render the matter quite easy to all parties in future.

I enclose a copy of some orders and regulations which I have adopted, in execution of the duties entrusted to me by the Factories Regulation Act. These you will understand to be subject to modifications in such special cases as I may find to require it.

I have reason to believe that many mills are so situated as to render it extremely difficult for the owners to comply strictly with the 20th and 21st sections, and as I am invested by the Act with some discretionary power with regard to schools, I shall feel it my duty, when I find the mill-owners disposed to do all in their power to promote the education of the children in their employment, to aid their exertions so far as I have authority.

The duties which I have to perform make it necessary for me to obtain some further and more exact information connected with the Factories than I am yet in possession of. I enclose some printed queries, to which I request you to send me full answers as far as you are able. I particularly request that you will bestow all the pains in your power to obtain correct information on the subject of the schools. When these are not under your immediate control, this may give you a little trouble, which I regret, but I feel assured that you will not be unwilling to lend your aid in a matter of so much importance. I request that you will return an answer to these queries within 14 days from receiving this letter, or sooner if possible.

I shall be at all times willing to receive from you any suggestions in any matter in which you may conceive that I have power to assist you in forwarding your interest, and that of the persons employed by you.

I enclose for your consideration a plan for working by relays, which appears to me to possess several advantages.

I expect very shortly to set out on my duties of inspection, and as it is not in my power to say exactly where I shall be at any particular time, I request that your answer to this

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application, and any other communication you may have to make to me, may be sent, until further notice, addressed to me, but under a separate cover, with the following direction :

*H. M. Secretary of State,
Home Department,
London.*

Factory Inspectors.

I am, &c.

Leonard Horner.

REGULATIONS made in pursuance of the Act, intituled "An Act to regulate the LABOUR of CHILDREN and YOUNG PERSONS in the MILLS and FACTORIES of the United Kingdom."

EVERY owner or occupier of any factory, or his agent, is hereby authorized, until further instruction, to accept such form of school-ticket or voucher, and certificate of absence from school on account of sickness, as shall appear to him most convenient to adopt, in compliance with the 21st section of the Statute.

All tickets, vouchers, and certificates connected with the attendance of children at school, or their absence from school on account of sickness, to be retained in the custody of the occupier of the mill, or his agent, for examination.

A register to be kept in every mill or factory of all children and young persons subject to restricted hours of labour, employed in such mill or factory, stating the sex, ages, hours of weekly attendance, and of absence from the mill on account of sickness.

The hours of work and of meals, appointed by the mill-owner or his agent for all such children and young persons employed in the mill or factory, to be registered in like manner.

Where relays of children are employed, the general arrangements for the change of hands and their attendance at school, to be registered in like manner.

N. B. Nothing herein prescribed is to interfere with the right of the master to fix the hours most convenient to himself, conformably to the law; but any alteration must be entered in the register immediately after the same shall have been ordered by the master.

An account of time lost and made good in virtue of sections 3, 4 and 5, to be entered in a register in such manner as to show the day of the month on which any stoppage occurs, the nature of the stoppage, and the time lost; also the days of the month and the hours in which the time so lost shall be made up.

The above registers may be kept in such form as shall be most convenient to the manufacturer, provided the information be distinctly shown.

A copy or copies of the Abstract of the Factories Regulation Act, and of these Regulations, and also a copy of the account registered of the time lost and made up, (so long as the manufacturer may intend to recover any lost time,) are to be daily hung up in a conspicuous part, or in the several departments in every factory or mill subject to the provisions of the above-named Act; the situation selected for this purpose to be one of easy access to every person employed in the mill or factory; and these copies must be signed by the master, manager, or overseer of the factory.

All persons intending to prefer complaints before the Inspectors for offences committed against the said Act or these Regulations, are required to give written notice of the same to the Inspector, describing the nature of the alleged offence, the christian, surname, and address of the complainant, and also the name and designation of the person complained against.

All communications to the Inspector to be forwarded to him in the country, if his address be known; but if not, to be enclosed in a separate cover, directed to "His Majesty's Secretary of State, Home Department, London," with the words "Inspectors of Factories" in the corner.

Whitehall, 30th January 1834.

ANSWERS to QUERIES, transmitted by *Leonard Horner, Esq.* Inspector of Factories.

Received the

of

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By

(The Signature to be that of the Firm under which the Mill is carried on.)

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QUERIES.		ANSWERS.	
1	Date of transmitting the answers?	of	183
2	Situation of your factory or factories. If in a town, whether in the centre, or whether N., S., E. or W. of the centre. (This is asked with reference to the vicinity to schools.) If in the country, state the county, parish, and post-town, and the special name of the factory, if any?		
3	Nature of the work carried on in the factory?		
4	Moving Power.—If steam, how many horses power; if water, state as nearly as you can its average work in horses power?	Steam-engine of Water-wheel of about	horses power. horses power.
5	Total number of persons usually employed in your factory or factories, distinguishing males and females, and each factory separately?	Males. —	Females. —
6	Number of young persons of and above 13 years of age and not older than 18 years of age, usually employed, male and female, in all your factories?	Males. —	Females. —
7	Total number of children under 13 years of age, usually employed?	Years of Age. —	Males. — Females. —
8	What is the distance from your factory of the nearest school or schools, where daily instruction is given?	12 and under 13 - - 11 and under 12 - - Under 11 - - - -	
9	The number of children which each school-room is capable of accommodating?		
10	If a parish, endowed, or subscription school, and particular designation, if any?		
11	The amount of the school-fees for the different branches taught?		
12	Are any of the children taught gratis; if so, under what conditions?		
13	If writing and accounts be taught?		
14	If the school be exclusively for any particular religious denomination; if so, for what denomination?		
15	The total emoluments of the teacher or teachers per annum?		
16	Is a house provided for the teacher, if so, what is the amount of the accommodation?		
17	Is any school attached to your factory; if so, describe the nature of it?		
18	What is the nearest Sunday-school in your vicinity, and what number of children will the room accommodate?		
19	If your factory be situated in the country, give the names and addresses of some of the most respectable surgeons or physicians in the nearest town, and the distance of the same from your factory?		

If the blank space be not sufficiently large to contain the answer without crowding, write the answer on the vacant page, and refer to the number of the Query.

MILLS and FACTORIES in which the MACHINERY is worked by MECHANICAL POWER, engaged in the Manufacture of COTTON, WOOL, FLAX, HEMP and SILK, in the whole of Scotland, in the Northern half of Ireland (North of the County of Dublin), in the Counties of Cumberland, Northumberland and Durham, a part of Westmoreland, and the North-east angle of Yorkshire, being the District assigned to Leonard Horner, Esq., Inspector of Factories.

COUNTIES.	MANUFACTURE.					Moved by Steam Engines Horses Power.						Moved by Water Wheels Horses Power.						Moving Power.			Total of Persons employed in the Factories.	Of whom, of 13 and under 18 years,			Of whom under 13 years,			
	Cotton.	Wool.	Flax.	Silk.	Total.	50 and above.	49 to 40.	39 to 30.	29 to 20.	19 to 10.	Under 10.	50 and above.	49 to 40.	39 to 30.	29 to 20.	19 to 10.	Under 10.	Steam.	Total of Horses.	Water.		Together.	Male.	Female.	Total.	Male.	Female.	Total.
Lanark -	74	2	-	2	78	17	11	9	19	20	2	3	-	-	-	-	2	2,394	520	2,914	1,345	3,702	5,047	756	895	1,651		
Renfrew -	41	2	2	4	49	1	1	4	10	9	3	2	2	6	6	2	2	550	650	1,200	722	1,759	2,481	304	706	1,010		
Ayr -	1	21	-	-	22	1	-	-	1	4	1	1	-	-	-	8	10	146	365	511	91	147	238	111	150	261		
Bute -	2	-	-	-	2	-	1	-	-	1	-	1	-	-	-	-	-	10	60	70	65	110	175	30	57	87		
Dumbarton -	4	1	-	-	5	-	-	-	-	-	-	3	-	-	-	-	-	90	244	334	163	227	390	89	116	205		
Stirling -	4	6	-	-	10	-	-	-	-	4	-	1	-	1	1	3	3	48	479	527	151	306	457	148	206	354		
Clackmannan -	-	17	-	-	17	-	-	-	-	-	-	-	2	-	-	10	10	-	154	154	154	100	51	151	28	49	77	
Linlithgow -	1	2	1	-	4	-	-	-	-	2	-	-	-	-	-	2	2	32	45	77	17	28	45	19	23	42		
Edinburgh -	-	-	3	-	3	-	-	1	-	-	-	-	-	-	-	2	-	48	36	84	15	90	105	7	32	39		
Fife -	-	1	46	-	47	-	-	1	4	9	16	1	-	-	-	3	11	355	389	744	126	610	736	79	220	299		
Forfar -	-	-	80	-	80	7	-	5	9	17	25	-	1	-	-	4	11	1,166	315	1,481	405	1,174	1,579	471	470	941		
Perth -	1	4	14	-	19	-	-	-	-	-	-	-	-	2	2	7	7	-	432	432	186	281	417	137	114	251		
Kincardine -	-	1	9	-	10	-	-	-	-	-	-	-	-	-	-	3	3	-	67	67	11	34	45	3	9	12		
Aberdeen -	4	6	4	-	14	5	-	1	-	-	1	4	-	-	-	-	-	473	598	1,071	315	1,216	1,531	263	523	786		
Selkirk -	-	11	-	-	11	-	-	-	-	-	-	-	-	-	1	8	-	-	161	161	161	56	8	64	38	26	64	
Roxburgh -	-	12	-	-	12	-	-	-	-	-	-	-	-	1	1	5	4	-	189	189	189	58	131	189	49	65	114	
Dumfries -	1	2	-	-	3	-	-	-	-	1	-	1	-	-	-	2	-	18	86	104	199	32	50	15	15	30		
Kirkcudbright -	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	20	20	20	15	15	3	-	3		
Wigton -	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	12	12	12	5	1	6	2	-	2	
	134	86	159	6	388	32	13	21	43	67	48	18	6	12	23	74	81	5,330	4,822	10,152	3,799	9,922	13,721	2,552	3,676	6,228		
Antrim -	10	-	11	-	21	6	-	-	3	4	-	-	2	2	4	3	1	642	275	917	358	1,075	1,433	114	181	291		
Derry -	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	-	15	15	11	29	40	2	2	4		
Down -	3	-	1	-	4	-	1	-	1	2	-	1	-	-	-	-	-	91	86	177	115	134	249	36	33	69		
Armagh -	1	-	5	-	6	-	-	-	-	-	-	-	-	2	3	-	1	-	126	126	39	165	204	17	37	54		
Meath -	-	-	1	-	1	-	-	-	-	-	-	-	-	1	-	-	-	-	36	36	2	33	35	1	4	5		
Mayo -	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	9	9	-	4	4	-	-	-		
	16	-	18	-	34	6	1	-	4	6	-	1	2	6	7	4	3	733	547	1,280	525	1,440	1,965	170	257	427		
Cumberland -	12	12	7	-	31	-	-	2	2	1	3	-	-	-	-	15	6	136	270	406	227	479	704	97	83	180		
Northumberland -	-	3	3	-	6	-	1	1	1	1	-	-	-	-	-	3	1	76	54	130	26	67	93	7	43	50		
Durham -	-	5	6	1	11	1	1	1	1	5	-	-	1	-	1	3	-	214	102	316	55	220	275	79	72	151		
Westmoreland -	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	7	7	1	1	1	6	-	6		
Yorkshire* -	-	-	3	-	3	-	-	-	1	1	-	-	-	-	-	-	-	36	-	36	11	35	46	18	13	31		
	12	21	19	-	52	1	2	2	5	8	3	-	1	-	4	21	8	462	438	895	319	800	1,119	207	211	418		

* No Return from a Mill near Gisborough.

INSTRUCTIONS to the SURGEONS appointed by the Inspector to grant Certificates of Age in terms of the Factories Regulation Act.

Appendix to
Report of
L. Horner, Esq.

21 July 1834.

1. You are to procure at your own charge blank certificates printed according to the form delivered to you by the Inspector.

2. You are to grant no certificate without first seeing the applicant and satisfying yourself of the truth of that which you declare under your signature.

[See Sections 12th and 28th of the Act.]

3. You are not to certify the person to be of an age exceeding a particular number of years, because an expression so indefinite may often prove insufficient at a later period of the persons life when the same certificate may be used. The certificate must state that the person has the ordinary strength and appearance of one of 9, 9½, 10, 10½, 11, &c. as the case may be; the gradations to be six months each between the earliest age and 18. As children may be employed in silk-mills under nine years of age you may certify to any age under nine.

4. You will state the year of the date in words and not in figures.

5. You must keep a register of every certificate you grant, which register must contain the number and date, the name and description of the person and the age, all as fully set forth as in the certificate.

This register you must carefully preserve as a record to be produced to the Inspector or magistrate when required.

6. You are to charge 6*d.* and no more for each certificate; but you are at liberty to make such arrangements for receiving your pecuniary remuneration as you may find most convenient.

7. When a new mill is erected in your district you will give me notice thereof.

By the 14th section of the Act all young persons under 18 years of age, who work longer than nine hours in any one day or in the night, must be provided with a certificate of age.

By the 15th section mill-owners may at their own risk employ such persons without a certificate; but they are thereby liable to an information being laid against them, and may be involved in a troublesome proof to show that they had not transgressed the law, which they would be secured against by requiring a certificate from all in their employment who are under 18 years of age.

PLAN for working with RELAYS of Children in Factories.

By the Factory Regulation Act, from the 13th February 1834, no child under 11 years of age is allowed to work in a cotton, wool or flax factory longer than nine hours on any one day, or more than 48 hours in any one week. Proprietors of such factories must therefore either limit the working of their machinery to those hours; or, if they employ children, they must employ relays of such as are under that age. To accomplish that object with least inconvenience, three children may be employed for such a portion of the day as is equal to two working twelve hours as at present; and in order to avoid the loss and inconvenience of the relays changing when the machinery is at work, the day must be divided into three parts; that is, first, before breakfast; secondly, breakfast to dinner; and thirdly, after dinner; any two of which portions must not exceed nine hours.

The division of the children's time of working will then be as follows: suppose three sets of thirty each, called A. B. and C., then

A. work from 6 to 9 in the morning, and		} = 7½ hours for 5 days = 37½ hrs.	
from half-past 9 till 2. - - - - -			
Ditto work on 6th day from 6 to 9, from		} = 9 hours for 1 day = 9 -	
half-past 9 till 2, and from 3 till half-			
past 4 - - - - -			46½ hrs.
B. work from 6 to 9, and from 3 till half-		} = 7½ hours for 5 days = 37½ -	
past 7 - - - - -			
Ditto work on 6th day from 6 to 9, from		} = 9 hours for 1 day = 9 -	
half-past 9 till 2, and from 3 to half-			
past 4 - - - - -			46½ hrs.
C. work from half-past 9 till 2, and from		} = 9 hours for 5 days =	45 hrs.
3 till half-past 7 - - - - -			

Thus leaving the time of A. and B. one and a half hours, and C. three hours in each week, at the disposal of the mill-owner, for cleaning, &c.

By this system adults working 12 hours a day with these relays would have

A. and B. from 6 o'clock till 9 - - - - -	3	} five days of the week.
A. and C. from half-past 9 till 2 - - - - -	4½	
B. and C. from 3 till half-past 7 - - - - -	4½	
	12	

and A. and B. for nine hours on Saturday.

By this arrangement C. may go to school for two hours in the morning, B. between half-past nine and three, and A. in the afternoon; and one teacher can instruct the whole.

The above plan was obligingly communicated to the Inspector by Henry Houldsworth, Esq. of Glasgow, a gentleman of most extensive practical experience as a cotton-spinner; and the Inspector thinks it may be useful to make it generally known.

REPORT OF T. JONES HOWELL, ESQ.

Report of
T. J. Howell, Esq.

20 December 1833.

My Lord,

Whitehall, 20 December 1833.

PURSUANT to your Lordship's desire, I have visited various places in the district assigned to me. The result of my personal observation is that the masters, excepting in the silk-trade, are generally discharging from their employment all children whose labour would be restricted to 48 hours in the week, and to whom those clauses of the Factories Regulation Act which relate to education would apply.

The limitation of the hours of labour, and the minute regulations by which the Legislature has sought to attain this object and that of the daily attendance at school will therefore, in the great majority of instances, operate practically as an indirect prohibition of the employment of those children in the factories of the West of England.

I have been repeatedly reminded of the recorded declarations of the Factory Commissioners who inspected and reported upon the Western District, that they had discovered in it nothing which called for legislative interference. In fact, these manufacturers conduct their business under circumstances essentially different from those which obtain elsewhere. Their factories are not congregated in large densely-peopled towns, but are scattered over rural districts, the villages of which furnish their work-people. They have not been accustomed, nor does the course of their trade require them, to work any extravagant number of hours; and hence I have not heard any objection to that part of the Act which restricts the labour of persons under 18 to 69 hours in the week, but have, on the contrary, seen several manufacturers who are favourable to some interposition of the Legislature to prevent abuses by overworking children, abuses which they believe to have existed in large and populous towns.

It is alleged, that however necessary and applicable the provisions of the Act may possibly be in the north, they are neither necessary nor applicable in the west of England; and that, therefore, the masters will submit to the inconvenience of conducting their establishments, without the assistance of those children whom it was the more especial object of the Legislature to protect and educate, rather than expose themselves to the greater difficulties to which their trade would be subjected if they should continue to employ the children, who will consequently be thrown back upon their parents or upon the poor's-rate for support, or will seek employment in some trade which is without the range of the Act of Parliament.

I am of opinion that this resolution of the great majority of the masters is the result, not of a contumacious desire to thwart the intentions of the Legislature, but of an estimate of the difficulties attending either line of conduct; and that, in determining to discharge the children, they have selected that which they deem to be the least of the evils which the Act of Parliament presents to them. For it is stated, that the successful management of every well-ordered manufacturing establishment depends on the regularity and precision with which each separate department is conducted; and that in whatever branch less than the required quantity of work is produced, every subsequent and dependent process must be affected in exact proportion to the primary irregularity. In the woollen manufactory, which is that more particularly under consideration, the carding and spinning form one of its earliest stages, and afford employment to the largest number of children; it is most essential, therefore, that in this department the utmost uniformity should be ensured. But the Act absolutely prohibits the master from employing any child who does not every Monday produce a schoolmaster's voucher that it has attended school for two hours at least in six days of the preceding week; and this, say the masters, places the employer at the mercy of every child in his factory; for that he has no controul over the child after its hours of work, and that a truant disposition, employment for any domestic purpose by its parent, and other the like circumstances, will cause many schoolmaster's vouchers to be deficient on the Monday; the children cannot be employed; the spinners are short of their required number of assistants, and their labour and their master's machinery are rendered thereby proportionally unproductive, besides the consequent

sequent derangement and interruption caused in every subsequent department of the manufactory; and it is added, that any uncertainty or irregularity in the supply of labour is even more prejudicial than a positive but defined limitation. The introduction of the system of relays would, by increasing the number of children employed to produce the same amount of work, increase the chances of irregularity.

Report of
T. J. Howell, Esq.
20 December 1833.

Another provision which is very generally objected to, and which co-operates in inducing the master to discharge children of the younger class, is contained in section 24; whereby it is forbidden that any such child shall remain on the premises longer than nine hours in any one day: for, situated as the factories of the West of England generally are, in rural districts, and obtaining their work-people from circumjacent villages and hamlets, it is obvious that, although this enactment may be admirably adapted to the circumstances of Leeds and Manchester, it may be by no means equally well suited to factories in other localities. In the West of England the most numerous as well as the largest factories are placed in rural districts; and it is urged that, besides the hardship which this enactment would impose upon the children themselves, it places a very formidable obstacle in the way of any scheme for working by relays, by reason of the distance between the dwellings of the children and the factories where they are employed; so that the attendance of the relays, at the broken periods when they would be wanted, could never with certainty be calculated on.

It is very generally represented, that a sufficient number of hands can hardly at present be obtained at the wages which can be afforded for full work, and that for shorter hours the present wages could not be given; it is admitted also, that it will be difficult to procure a sufficient number of young persons, above the age limited to 48 hours of weekly labour, to supply the places of the children who have been and will be discarded. In order to overcome this difficulty the masters, it appears, are taxing their ingenuity to devise, in some instances by a different arrangement of their machinery, and in others by the substitution of machinery for human labour, the means whereby their demand for hands may be diminished.

These, together with a desire to relieve themselves from the registers which the Act requires, and from the inquisitorial visits of the Inspector and the Superintendents, seem to be the principal reasons which have led the majority of the masters to discharge their younger hands. At the same time, it is just to add, that I have remarked a very strong feeling in favour of the general diffusion of education; in proof of which the manufacturers point to the various schools which they have established: this has sometimes been accompanied by the observation, that the manufacturing part of the population is not that in which education is most deficient.

I have reason to believe, that in some of the very few instances in which the system of relays will be attempted, and schools for that purpose established, the schools will be in the factory, and the schoolmaster one of the work-people.

Messrs. Fox, brothers, members of the Society of Friends, who have factories at Uffculme, Devon, and at Wellington, Somerset, inform me as follows:—

“Some years since, we made a regulation that every child employed by us should, on a second day (Monday), produce a voucher of its attendance at a Sabbath-school on the preceding day. Printed tickets were provided by us,” one of which was shown to me, “in order that the superintendents of the school might have as little trouble as possible; notwithstanding which, we were soon under the necessity of abandoning the plan, in consequence of the want of co-operation on the part of the superintendents. This fact is adduced in order to point out the difficulty which, we conceive, will attend the enforcement of the attendance of children at school by means of *tickets* or *vouchers*.

“We anticipate,” say Messrs. Fox, and their reasoning appears to me to apply to the West of England generally, where it is by no means unfrequent to find two, three, four, and even five mills belonging to the same firm, but each distant from the other; “we anticipate other and more serious difficulties in enforcing the attendance of the children at schools. In large towns, or in the instance of factories so extensive as to furnish a school within themselves, these

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 T. J. Howell, Esq.
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difficulties may not be experienced ; but where small factories are situated in secluded situations, insurmountable obstacles appear to be presented. It is true, the Inspectors are authorized to establish schools ; but as no funds for this purpose are placed at their disposal, we consider this provision to be almost nugatory. In our own case, the difficulty arises from the circumstance of the children not living exclusively in the neighbouring towns, but scattered over the surrounding villages and hamlets. We should feel pleasure in establishing schools on our own premises, and under our own controul, were it not that our mills are distant from each other, and would require separate schools, involving an expense more serious than would perhaps be justified by the number of children employed in each establishment.

“ By far the most serious inconvenience, which we shall encounter under this Act, will arise from the difficulty which we shall experience in obtaining children : without a serious injury, not only to ourselves, but to our labourers also, we could not limit the hours of working in our manufactory to eight hours ; it follows, therefore, that we must either employ children of the older class, or relays of the younger class, either of which alternatives, from the scarcity of children, will be found to be difficult, if not impracticable.”

This last difficulty, mentioned by Messrs. Fox, has also been repeatedly referred to by other manufacturers ; and it will obviously be aggravated in the numerous instances where a manufacturer, whose employment is within the scope of the Statute, is surrounded by others to whose occupations the law does not extend. The great mining and manufacturing county of Stafford may be instanced as furnishing an example of this.

If the application of the Statute to the particular branches of manufacture, to which its provisions are directed, be contingent, as seems to be the case, upon the fact that steam or water-power is used to propel the machinery, it is to be apprehended that in some trades serious anomalies will arise. For instance, in the carpet manufacture, some masters spin for themselves ; this requires steam or water ; and if the presence of the steam-engine or water-wheel in his factory, has the effect of bringing within the protection of the Statute all the children and young persons employed in all the subsequent processes of the manufacture, it follows, that the manufacturer who spins will be liable to a variety of restrictions and impediments in the conduct of his trade, from which his competitor, who purchases the yarn from a spinner, and whose factory, although of equal extent, contains no steam-engine or water-wheel, will be exempt. At Leek, in Staffordshire, are several silk factories ; in a few of these the machinery is impelled by steam, but in the greater number by manual labour ; so that this town will present an anomaly similar to that just referred to.

The silk-throwsters and manufacturers are distributed all over the Western District ; and I have everywhere found the greatest anxiety on their part to know what construction will be put upon the somewhat ambiguous exception in their favour, contained in the 8th section of the Statute, which, as they read it, would enable them to work the youngest class of children, at the rate of 60 hours in the week, and exempt such children from the operation of those clauses of the Act which relate to education.

The flannel manufacture in Wales is entirely dependent upon water-power ; the power is there subject to frequent and long-continued interruptions ; whence has arisen, in times of brisk demand, the practice of working continually day and night, when the power can be commanded ; a practice as to which some evidence was given before the Committee of the House of Commons in 1832. The Act of Parliament will probably cause the removal of all machinery, except what is actually impelled by the water-wheel, from the building which contains the wheel ; but as night-work is totally prohibited, as regards persons under 18, the process of carding, which is dependent upon the power, will be materially interrupted, unless it shall be wholly performed by adults, or unless additional water-mills shall be erected.

Considerable uneasiness is expressed, and more especially among the highest class of manufacturers, respecting the appointment of superintendents or mill-wardens, who are empowered to enter the counting-house. They, not unnaturally, object to being subjected to the inquisitorial visitations of anybody, but more especially of any person of inferior station to themselves ; and apprehensions are entertained lest subordinate persons at a low salary should be appointed

pointed, who would exercise their powers of intrusion and interference vexatiously in some cases, or be bribed into forbearance in others.

Various doubts and difficulties have been suggested to me respecting the construction of different parts of the Act of Parliament, the statement of which will be more properly postponed until I shall have communicated with my colleagues.

I have therefore, on the present occasion, confined myself chiefly to an endeavour to explain the reasons which will, as it appears to me, induce the great majority of the manufacturers of the West of England to relieve themselves from the inconveniences which the Statute would otherwise impose upon them, by discharging from their employment children of the age limited to 48 hours of weekly labour.

The Viscount Melbourne,
&c. &c. &c.

I have the honour to be, &c.
(signed) *T. Jones Howell.*

Report of
T. J. Howell, Esq.
20 December 1833.

My Lord,

Whitehall, 28 July 1834.

28 July 1834.

I HAVE the honour to report to your Lordship that, since February 13th, when the Act for regulating the labour of children and young persons in the mills and factories of the United Kingdom came fully into operation, I have visited and inspected the mills and factories, which fall under the provisions of the Act, in the district assigned to me.

Considering that by visiting the mills unexpectedly, the information which I should obtain from the children and young persons as to their hours of labour would be the more satisfactory to myself, and that I should obtain a clearer insight into the conduct and character of each establishment, I have made my visits without previous notice. The result of this inspection of the mills themselves is in corroboration of the information which I had acquired in my former but more rapid circuit through the district, and which was embodied in my Report to Viscount Melbourne of the 20th December 1833: and I have now found, as I then anticipated, that, in the great majority of instances, children under the age of 11 years have been discharged from their employment for the reasons stated in that Report.

I have remarked a very general misunderstanding of different clauses of the Act of Parliament, on the part both of the masters and of the work-people; this I have rectified, and have now placed the several mills and factories under the regulations which apply to them respectively.

I have found the larger manufacturers perfectly well disposed to obey the law, however much many of them are inclined to dispute its policy; but they have very strongly insisted on the necessity that it must be equally observed by all their competitors throughout the kingdom.

The extensive manufacturer, whose machinery is ample, has not, in the district under consideration, been accustomed to work unreasonable hours; it has been, I apprehend, to eke out some deficiency in the quantity or quality of the machinery, that excessive hours of labour have in any case heretofore been resorted to habitually. But even the largest manufacturers with the most ample resources may, to execute promptly a large order suddenly received for early shipment or otherwise, have heretofore been compelled to extend for the occasion their hours of working; and, on emergencies of this kind, should they arise hereafter, it is to be apprehended that the restrictions of the Act of Parliament might operate injuriously upon Trade.

In this district the woollen manufacture greatly preponderates over any other; and in this particular branch of business, great slackness (attributed to temporary causes) has been observable since the Act of Parliament came fully into effect; from this circumstance, any deduction that might be drawn from a statement of the hours of work, or of the numbers of children and young persons employed, would most probably be fallacious; and I therefore abstain from any detail upon these subjects, the number of factories in either of the other branches of trade, which are embraced by the Act, being very inconsiderable.

With respect to the flannel manufacture in Wales, to which I had occasion to advert in my former Report, I beg to remark that the permission to work in the night, in the case provided for by sec. 5, is extensively acted upon at Newtown, in Montgomeryshire. At this place, and in its vicinity, instances occur

Report of
T. J. Howell, Esq.

28 July 1834.

in which a single factory is let out to numerous small occupants, and in more than one such case, I regretted to observe such extreme disrepair as, in my opinion, to be dangerous, especially where night-work prevails.

The few factories which are to be found in the south of Ireland are scattered over a very large extent of country; of these the woollen are the most numerous, and they exhibited considerable dearth of employment. In the small number of cotton and flax mills the full hours allowed by the Act were worked. I found here the same need as in England of explanation as to different clauses of the Act, the construction of which had been misunderstood; I remarked also the same willingness on the part of the masters to obey the law, and that the same objections were urged against its policy.

With respect to the education of the children, I observed that, from the general discharge from employment of that class to which the education clauses apply, this part of the Statute has become, to a great degree, inoperative. For in only two instances out of about 330 establishments, has the system of working by relays been attempted, in order to retain in employment and enforce the education of children under 11 years of age. In some few cases also, where either from the nature of the employment, or from the temporary scantiness of work, children have not been required for a longer time than 48 hours in the week, they have been retained and sent to such schools already existing, as are accessible to them.

But looking to the whole district, and to the impediments which obstruct any attempt to work by relays and establish schools, the result of my observation is, that the operation of the Act has been to prohibit the employment not only of those children whose labour is expressly forbidden, but of those also for whose education the school clauses were constructed. By a joint Report, of this date, from my colleagues and myself, your Lordship's attention will have been called to some suggestions, by the adoption of which it appeared to us that the working of the Act in these respects might be improved.

The Viscount Duncannon,
&c. &c. &c.

I have, &c.
T. Jones Howell.

REPORT OF ROBERT RICKARDS, ESQ.

My Lord,

London, 24 December 1833.

Report of
R. Rickards, Esq.

24 December 1833.

A SEPARATE Report being required from the Factory Inspectors, of the result of their late circuit in their respective divisions, I have the honour to lay before your Lordship a concise statement of the facts, more fully detailed in my journal of daily occurrences, which has been already submitted to your Lordship's inspection.

From the commencement to the end of my circuit, there was no variation in the language held to me, both by masters and operatives, on the present Factory Act; the former declaring certain parts of it to be impracticable, and the latter apprehensive that it would materially affect the future earnings of themselves and families.

Of the former it is but justice to observe, that I found in them every disposition to aid my inquiries, and to afford the minutest information regarding the processes of manufacture in mills, the health, condition and morals of the working hands, the hours of labour, or any other points to which my attention might be directed; whilst their reasons for deeming the Act impracticable were confined to the clauses regarding certificates; the schooling of children under the ages specified in the Act; and the time of nine hours in any one day, or 48 hours per week, to which their labour, and even continuance in the mill, were restricted; to which they added their dread of great annoyance from the interference of mill-wardens.

In regard to the 48 hours labour per week they observed, that if the children were removed from their attendance on the machinery driven by the steam-engine, after eight or nine hours work in the day, the whole must stop at the same time, which would in fact be reducing them to an eight-hours Act, instead of twelve as intended.

That

That the only way to remedy this inconvenience was to have two sets of children to attend the machinery for 12 hours, or to discharge their younger hands, and to procure others of an age that should not subject them to the annoyance of the objectionable clauses.

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Regarding the first of these alternatives, one and all declared (with three exceptions to be hereafter named), that it would be quite impossible to procure a sufficient number of young hands to work by relays; or, if it could be done, it must be by means of fresh emigrations from Ireland; when both the former and the fresh hands could only be employed at half the former wages. They also submitted whether children so employed, after working six hours in a mill, going to school for two hours, and passing the remainder of the day with idle companions in the streets, were likely to be improved in health or morals by such a course.

But the procuring of a sufficient number of young hands for the system of relay being impossible, they had no resource but to discharge all under 11, 12, and 13 years of age, in 6, 18, and 30 months after the passing of the Act, and procuring older hands, or with the aid of improved machinery, to complete their daily 12 hours' work. This was, and still is, the unanimous voice of the whole country visited by me, with the exception of three mill-owners, Mr. Burley of Manchester, Mr. Thomas Ashton of Hyde, and Mr. Marshall of Leeds. These three gentlemen, having large establishments, with schools attached to their mills, and everything conducted on a corresponding scale, propose to work out the schooling clauses according to the provisions of the Act; but in regard to others who have no such schools attached to their buildings, or in the vicinity, or where no schools are, or can be established in villages and distant parts of the country, the difficulties, it is contended, will be insurmountable; whilst the restriction imposed by the Act on masters not to take into their mills, on each successive Monday, children who could not produce the prescribed certificate of schooling in the preceding week, might subject them, they said, to the greatest inconvenience and injury, by the stoppage, for a time, of the work of the mill. Many children, it is thus apprehended, will be thrown on the parish for relief, with all the consequences of so deplorable an alternative.

It was also observed to me, in many of the towns through which I passed, that the country abounded with mills, situated in, or near, small villages, or on streams of water in still more obscure parts, where all the working hands procurable were just the establishment now employed in such mills, and where additional hands, whether of the younger or older age, were not to be had. In these cases, they said, the mill must either be closed altogether, or, as was most probable, worked in open violation of the law, and for longer periods than 12 hours per diem; a contingency they added, which they could only consider an injustice, and therefore an injury to those who exerted themselves, even at a sacrifice, to comply with the provisions of the Act.

I found moreover a great dread of the appointment of mill-wardens, from whose interference no small annoyance is apprehended.

These were the principal difficulties in the operation of the Act, on which the mill-owners universally dwelt. Some other minor objections were also stated, such as the little relief they could derive from the 3d, 4th and 5th clauses, by the extension of time consequent on the breakage of machinery, or stoppage, or excess of water; and the frauds that might be committed by detaining, on these pretences, children in the mills; the responsibility they were subjected to from children remaining in mills either for meals or after their eight hours work was completed, which it was impossible for them to provide against; their liability to informations on this head, where they had every wish, but where it might be impossible for them, to avoid offending against the strict letter of the law; the difficulties they might experience from the certificates of age, &c.

On the other hand, the operatives, who had studied the Act, were also of one mind as to the operation of the Act on them; that whatever course the masters pursued, whether working by relays, or discharging their younger children, the consequence would be a reduction of their weekly earnings; in other words that they (the operatives) would be the principal, if not the only sufferers by the working of the Act; and that a law intended for their benefit would prove to

Report of
R. Rickards, Esq.

24 December 1833.

them an injury, and most probably drive many to the necessity of seeking parish relief.

To the arguments of both masters and operatives I opposed all the reasoning in my power, as well as the bounden duty of all concerned to give effect to the provisions of the Act. Some of the minor difficulties I succeeded in removing, as well as soothing occasional irritability; but I regret to say that the principal difficulties above adverted to were immovable in the minds of the masters, and their consequent determination to part with their younger hands uniformly and decidedly expressed. I cannot however bring myself to believe that this determination will be carried to the extent threatened, because it appears to me, that as a general measure, masters will be unable to furnish themselves with the required substitutes; but that it will be generally attempted, and partially executed, I cannot doubt, and that much inconvenience and injury will be the result.

Were this determination only partially expressed, it would be undeserving of particular notice; but finding it, as I have done, the unanimous voice of the country, I have thought it my duty to report it for your Lordship's information.

I may further add, that with other parts of the Act many of the masters expressed themselves well satisfied, and thought legislative interference in regulating the labour of mills quite necessary.

They only wished it to be such as should not obstruct, by complicated details and difficulties, the necessary processes of manufacture.

The Viscount Melbourne,
&c. &c. &c.

I have, &c.
(signed) R. Rickards.

My Lord,

20th January 1834.

20 January 1834.

THE Inspectors of Factories having to deliver in separate Reports of occurrences, and of their observations thereon, during their late circuits, I beg leave very respectfully to submit to your Lordship, that, as the Act is coming into full operation, it is desirable the parties concerned in mills should know to whom they are to apply, where references may be required to the Inspector's authority, and in this view, that the limits of such inspectorships should be now precisely and finally defined.

On this head it has been represented to me, that it would be a great convenience and accommodation to mill-owners and others, whose mills are situated on the borders of Lancashire, as, for example, in Cheshire and High Peak Hundred of Derbyshire, but whose warehouses and chief places of business lay in Manchester, to communicate, when required, with the Manchester Inspector, as they have constant occasion to visit this town.

If the grounds of this application should appear to your Lordship to be reasonable, I would respectfully beg leave to recommend that a line be drawn from Leeds, to include the West Riding of Yorkshire, the High Peak of Derbyshire, the whole of Cheshire, the upper part of Flintshire, all Anglesea and Lancashire, which would perhaps be found a more convenient circle for one inspectorship, than the present division by counties.

This circle will include, according to the returns, from 1,800 to 2,000 mills at least; and as the proposal has solely in view the convenience and accommodation of the mill-owners, the expediency of its adoption is accordingly submitted, as such, to your Lordship's decision.

For the purpose of more conveniently tracing this circle on the general map, I beg leave to enclose a table of the number of mills contained in it and their local position.

The Viscount Melbourne,
&c. &c. &c.

I have, &c.
R. Rickards.

— (C.) DIVISION.—

Report of
R. Richards, Esq.

PROPOSED ALTERATION. 20 January 1834.

20 January 1834.

	Cotton.	Wool.	Silk.	Flax.	TOTAL.
Anglesea - - - - -	- -	13	- -	- -	13
Carnarvon - - - - -	—	—	—	—	—
Denbigh (North of) - - - - -	- -	2	- -	- -	2
Flintshire - - - - -	5	3	1	- -	9
Cheshire - - - - -	123	12	132	- -	267
Derby (High Peak Hundred) - - - - -	25	1	- -	- -	26
Yorkshire (West Riding, part of) - - - - -	125	506	4	44	679
Lancashire - - - - -	650	94	21	15	780
TOTALS - - - - -	928	631	158	59	1,776
Staffordshire (North of), including Leek, Newcastle, Cheadle, &c. - - - - -	4	- -	21	1	26
TOTAL - - - - -					1,802

My Lord,
I CONSIDER it my duty to keep your Lordship advised of what is doing here, and this, with the following elucidations, will be found to be comprised in the enclosed printed advertisements already published in the Manchester Guardian.

Manchester, 10th February 1834.

10 February 1834.

On my arrival here on the 29th ultimo, I learnt, on authority not to be questioned, that whilst the principal mill-owners in Manchester were conforming to the provisions of the Act, others, as well here as in Stockport, Staley Bridge, Glossop, and other parts, were working over-hours to the great annoyance and prejudice of those who strictly observe the law. I immediately dispatched a circular to the master of each mill, whom I found so offending, requiring his attention to the provisions of the Act, and urging his immediate compliance therewith. The circular was to the same effect as the advertisement, No. 1, which I now enclose, and which I also caused to be published for general information. I am happy to add that in many instances I have since ascertained the practice of over-working to have been consequently checked.

See page 29.

One of the chief objects of this Act being to limit the working of children and young persons, and several clauses having been enacted to provide for this object, by requiring certificates of age to be procured, and exhibited, as a necessary qualification for employment in mills, it was thought, universally, during my former circuit, that these clauses would be inoperative, from the tricks and frauds, the falsehoods and forgeries, that would continually be practised by children and their parents, and which the masters and overlookers of mills would have no possible means of detecting, whence they would be left at the mercy of malicious informers without end.

Independent of this consideration, it was quite obvious that the Act would be nugatory as regarded the employment of children under certain ages, unless dependance could be placed on the certificates granted and produced. After much deliberation on this head, I have at length arranged a plan, which is at

Report of
R. Rickards, Esq.

10 February 1834.

See p. 30

See p. 31.

N.B. For further explanation of the certificate plan, see Report, dated 22 Feb., page 34.

See p. 31.

all events both simple and precise in its operation, and will, I trust, likewise obviate many, if not all, the difficulties and frauds which were at one time apprehended to be the inevitable result of this part of the enactments.

The plan I have adopted is contained in the advertisements marked No. 2 and No. 4, and is simply this: having divided Manchester into five separate districts, the boundaries of which are accurately defined, I have appointed a surgeon to each district, who alone is authorized to certify the young hands employed in the mills within his district, agreeably to a prescribed form. The certificates are then recorded, both by the certifying surgeon and in the mill, in a way that will prevent the possibility (I hope) of fraud.

Children removing from one mill to another must provide themselves with fresh certificates; but, in all cases, from the specific surgeon in whose district the latter is placed. A certificate indiscriminately procured is of no validity; and as the appointed surgeon will have afterwards to compare the child or young person in the mill with the certificate granted, security is thus provided against the fraud, which was apprehended, of children of a qualified age taking them out, and afterwards disposing of them to unqualified hands.

When this plan became known and generally approved, several applications were made to me for situations of certifying surgeons. These I submitted, with an official letter, to the Medical Board of the Manchester Royal Infirmary, and this Board having kindly complied with my request by selecting five gentlemen from the list, whom they could recommend as well qualified for the proposed duties, I have accordingly nominated them to the respective districts, as seen in the advertisement, No. 4; and I have already been assured, from various quarters, that these nominations will be very acceptable to masters and men generally.

Having procured gentlemen of respectability and talent for the performance of this important duty, it became necessary that their services should also be duly compensated; and as the Act provides no means for this purpose, I have persuaded the masters of mills to be at the expense of these certificates in the first instance, on a moderate charge by the surgeons, whilst in the event of removal from mill to mill, the child or its parents, will have to pay for the second or further certificates; a rule which, it is thought, will have the effect of keeping children more steadily to their work, and prevent capricious removals.

This plan then provides, first, for this portion of the Act being carried into effect; second, certainty as to the certificates; third, precautions against fraud; and fourth, protection to masters against malicious informers; whilst from the instructions I have given to each of the certifying surgeons, I expect hereafter to procure from them much useful information as to the state and condition of the class of society with which they will thus come into direct and constant contact.

The next thing I had to provide for was a more effectual check on the over-working mills, to prevent, as far as I could do it, any violation of the existing law. I found many mills here, and in the neighbourhood, working 12½ and 13 hours in the day, which the masters contended they had a right to do by law; since, having discharged all children under 11 years of age, and turning out all between 11 and 18 years after 12 hours work, they had a right, they said, to work the remaining half, or whole, hour with adults only.

The object of this prolonged working is to produce with the same machinery, and in the same day, a greater quantity of manufactured goods than the mills which are strictly limited to 12 hours; thus enabling the former to compete successfully or perhaps to undersell the latter. The mill-owners who run their engines only 12 hours in the day, naturally conceive this over-working to be taking an undue advantage of them, and the operatives deem it equally objectionable, since, if the price of the over-workers produce were thus to be cheapened, the 12 hours' workers must sell their produce at the same rate, and must necessarily either reduce wages, or be content to forego their usual profit, in order to accomplish it. In this way, all hands, except the proprietors themselves of over-working mills, suffer by the practice, which is accordingly viewed by all the more respectable part of the community with a jealous eye, and which it is therefore of great importance to check.

Situated as I am here, it is utterly impossible that I could personally inspect one-hundredth part of the mills of my division, and in these over-working mills I have no means of ascertaining whether hands under 18 years may not, in my absence,

absence, be continually worked more than 12 hours per day, except by causing an authentic record to be kept and certified, in which the time of each person's working in the mill shall be inserted, and showing when the younger hands enter, and are discharged.

Report of
R. Rickards, Esq.

10 February 1834.

This is the object of the time-book, of which a specimen is given in advertisement, No. 3. In this advertisement the form is too much compressed to judge of its utility, on which account I beg to submit to your Lordship, in Nos. 5 and 6, more expanded forms of the time-books proposed to be kept, and which, if regularly written up and signed by an overlooker or other responsible officer in the mill, and at all times open to my inspection or that of my superintendent, will, I trust, when combined with the certificate arrangement, form a powerful check against wrong-doing by the ill-disposed in this quarter, and is at all events the best means I can devise, under existing circumstances, for giving immediate and efficient operation to the Act.

See pp. 30, 31.

See p. 33.

After I had completed these arrangements, it occurred to me, on referring to clause 30 of the Act, that the operation thereof might be obstructed, or rendered nugatory, unless a clear line of distinction were drawn between the liability of masters, and that of their servants, for offences committed against the Act; and that much confusion and inconvenience might arise from the one party endeavouring to shift from himself to the other the blame of neglect or misconduct, where vague and doubtful verbal orders only had been given or received; I have accordingly determined on a further rule, which I shall publish in the next Manchester Guardian, and which I submit to your Lordship in the Enclosure No. 7, hoping that it will give additional efficiency to the above arrangements.

See p. 34.

In these documents I am in hopes your Lordship will see that the principal objects of the Act have been duly attended to, save only the schooling clauses and the working of children under 11 years of age by relays, and these I must candidly confess that I despair of being able to reduce into practice, or of rendering in any way useful; except in a very few instances, as adverted to in a former Report to your Lordship, wherein the limitation of children's work to six or eight hours per diem, or the working of them by relays, are declared to be fraught with insuperable difficulties; whilst the utter impracticability of the schooling clauses being attended to by the masters of the mills, or being enforced by me, is so obvious, that should this matter be hereafter called in question, I trust I shall stand excused for dispensing with their observance, at all events in cases where proof to demonstration of this impracticability shall be found to exist. Where schools can be established, or a disposition shown to do so, I invariably encourage it; but here at least the necessity for the schooling prescribed by the Act is superseded, I regret to say, by the mill-owners having already very generally dismissed all their working hands under 11 years of age, and many of these cases, with pain I relate it, are truly distressing. Both masters and operatives have represented to me in strong colours the suffering thus endured, and, hard and heart-rending as these cases are, I have been obliged to answer that I had no power of relief.

Having completed the arrangements, above reported to your Lordship, in Manchester, it is my intention to proceed without delay into the interior, in order to establish the same system in all the principal towns, and which I trust I shall now have little trouble in effecting, since the general approval and adoption of them in this metropolis of the manufacturing districts will, it is thought, cause them to be at once received and acted upon in other parts.

I have, &c.

Viscount Melbourne,
&c. &c. &c.

R. Rickards.

DOCUMENTS referred to in Mr. Rickards' REPORT to Viscount Melbourne, dated
10th February 1834.

— No. 1. —

Factory Inspector's Office, St. James's-square, Manchester,
29th January 1834.

It having been represented to the undersigned Inspector that sundry mills in Manchester and other parts are worked beyond the hours limited by the late Factory Act, the Inspector begs to draw the attention of mill-owners generally, both here and throughout the manufacturing

10 February 1834.

These clauses having been in force since the 1st January instant, the Inspector feels confident that a simple notification of what the law thus enjoins will meet with attention and ready compliance on the part of all respectable mill-owners and others to whom these provisions of the Act are intended to apply.

R. Rickards, Inspector.

—No 2.—

Factory Inspector's Office, St. James's-square, Manchester,
29th January 1834.

See clauses 11, } THE Act 3 & 4 Guliel. 4, c. 103, requiring particularly that children and
12, 13, 14, 15, } young persons shall not be employed in mills or factories without a certi-
16 and 29. } cate, after personal examination by a surgeon or physician, as to the
"strength and appearance" of each child and young person, compared with the respective
ages therein specified. The Inspector begs to recommend the following form of certificate,
as being well calculated to answer the provisions of the Act :

A true copy of a certificate given to

183 .

I, _____ surgeon, do hereby
certify that _____ the
of _____ has appeared before me,
and submitted to my examination; and
that the said _____ is of the
ordinary strength and appearance of a
child of _____ years of age. As witness
my hand this _____ day of _____ 183

Countersigned by

Magistrate.

I, _____ surgeon, do
hereby certify that _____ the
_____ of _____ has appeared
before me, and submitted to my examina-
tion; and that the said _____ is
of the ordinary strength and appearance
of a child of _____ years of age. As wit-
ness my hand this _____ day of _____

Countersigned by

Magistrate.

These certificates may be arranged in alphabetical order in a book to be kept by the certifying surgeon, whilst the counterpart, duly signed by the said surgeon, and countersigned by the Inspector or justice of the peace, will, on delivery to the mill-owner, be also registered in a book to be kept in the mills for this purpose, and open at all times to authorized inspection.

In this view it is requisite that certain surgeons should be selected to grant the prescribed certificates; and as no time should now be lost in regard to their nomination, the Inspector will be happy to arrange it with mill-owners and the parents of children and young persons so to be employed, at their earliest convenience.

— No. 3. —

Factory Inspector's Office, St. James's-square, Manchester,
29th January 1834.

THE 18th clause of the Act 3 & 4 Guliel. 4, c. 103, requiring Inspectors to make such rules, regulations and orders as may be necessary for the due execution of the Act, and it being of importance that an accurate register should be kept of the persons employed in each factory, and of the time or period of labour performed on each day: Notice is hereby given, that in pursuance of the aforesaid section, and of the authority thereby vested in the Inspector, it will be requisite for the owners and occupiers of mills or factories to keep, for the future, an accurate register or time-book of the information thus prescribed; in which should be carefully inserted a true and correct account of the time which the steam-engine or water-wheel and machinery of such mill or factory shall have been in operation during each day; and such book to be at all times open, and written up, for the inspection of the Inspector himself, or any justice of the peace for the division in which such mill or factory may be placed, or of any other official person duly authorized by the Inspector to examine the same.

Where registers or time-books, such as above described, are now kept, the same form (with such addition as may be necessary under the present order,) may be continued: where no such registers exist, the following form will be found convenient, and suffice for the purposes hereby required:

Time Form, No. 1.

The number of hours the mill is worked each day to be entered as below.

							Total No. of hours
1824: January	1st	2d	3rd	4th	5th	6th	in the week.
No. of hours the mill worked each day	12	- 12	- 12	- 12	- 12	- 9	= 69

Time Form, No. 2,

Report of
R. Richards, Esq.

Showing the time each person worked during the week.

10 February 1834.

January 1st, 1834.										Total time during
Name of the Persons.	Age.	M.	T.	W.	T.	F.	S.			the week.
J— S— - - -	10	- 8	- 8	- 8	- 8	- 8	- 8	- - -		48
J— G— - - -	12	- 10	- 12	- 12	- 12	- 12	- 9	- - -		67 $\frac{1}{2}$
J— L— - - -	15	- 10	- 12	- 12	- 12	- 12	- 9	- - -		67 $\frac{1}{2}$
P— C— - - -	17	- 10	- 12	- 12	- 12	- 12	- 9	- - -		67 $\frac{3}{4}$
For each	-	-	-	-	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{3}{4}$	of an hour.		
					,	;	:			

Factory Inspector's Office, Manchester, 12th February 1834.

To explain more clearly the intention of the Inspector in regard to the time-books required to be kept in mills, by the advertisement published in the "Manchester Guardian" of the 1st and 8th instant, and in furtherance of the object of that advertisement, it is hereby notified, that in mills working only 12 hours in any one day, or 69 hours in any one week, the first time-book, or that in which the moving-power is registered, need only be kept, together with a time-book for children, if any, under 11 years of age, (and in silk-mills under 13 years of age), showing the exact time of their employment in each day; but where the engine or moving power runs more than 12 hours in any one day, or 69 hours in any one week, the other time-book must contain the whole number of young persons under 18 years of age in each mill, and show in like manner the exact time of their daily employment. Both these books are required to be duly certified as to each day's work, under the signature of a responsible officer or officers in each mill. Forms of the time-books above required have been printed in a convenient shape and size by Mr. H. Smith, of St. Ann's-square, Manchester.

See Documents
above No. 1, 2, & 3.

(signed) R. Richards, Inspector.

— No. 4. —

Factory Inspector's Office, Manchester, 4th February 1834.

IN pursuance of the advertisement published in the "Manchester Guardian" of the 1st instant, relative to the mode and form of certificate of testifying the age of children and young persons employed in mills, several of the principal mill-owners having signified their approval of the plan therein suggested, the Inspector avails himself of the earliest opportunity to announce that he has, for the purpose thus required, divided of Manchester and its vicinity into five different districts, as follows :

See Document
No. 2 above.

Division (A),

from the Piccadilly end of Port-street, keeping the right-hand side to Great Ancoats-street; the right-hand side of Great Ancoats-street to the Ashton Canal Bridge; then along the right-hand side of the Ashton Canal to Butler-street, including Holt Town, Beswick, Bradford, Openshaw, Gorton, Denton and Reddish; from the end of Port-street, up Piccadilly to Ardwick Bridge, including the township of Ardwick.

Division (B),

from the Piccadilly end of Mosley-street, keeping the right-hand side to Ardwick Bridge, to Chorlton, including Rusholme, Levenshulme, Burnage, Didsbury, Withington, Chorlton-cum-Hardy and Moss Side; from the Piccadilly end of Mosley-street to Oxford-road, keeping the left-hand side down Oxford-road to the Bridge, including the township of Chorlton-upon-Medlock.

Division (C),

from the Piccadilly end of Port-street, keeping the left-hand side to Great Ancoats-street, down the left-hand side of Great Ancoats-street, Swan-street, Miller's-lane, to the Ducie Bridge; then along the Manchester side of the river Irwell to Cornbrook, including Hulme and Stretford; from the Piccadilly end of Port-street, across to Mosley-street, down the right-hand side of the Oxford-road to the Bridge, then along the Manchester side of the river Medlock to Hulme.

Division (D),

from the Ducie Bridge, keeping the left-hand side of Miller-street, Swan-street, Great Ancoats-street to the Ashton Canal Bridge, then along the left-hand side of the Ashton Canal to Butler-street, down Butler-street to the Rochdale Canal, then along the Canal to the township of Newton, including Newton, Droylsden, Failsworth, Crumpsall, Blackley and Middleton; from the Ducie Bridge, keeping the right-hand side of the river Irk to Collyhurst, including Harpurhey.

Report of
R. Rickards, Esq.

10 February 1834.

Division (E),

includes the townships of Salford, Pendleton, Pendlebury, Broughton, Cheetham, Barton, Eccles and Flixton.

The following gentlemen having been approved by the surgeons of the Royal Infirmary, as being well qualified for the proposed situations, are appointed by the Inspector to be the certifying surgeons within the limits of their respective districts:

- In district (A), Mr. Barnes, Downing-street, Ardwick.
- (B), Mr. Harrison, 97, Piccadilly.
- (C), Mr. Greswell, 32, Great Ducie-street, Strangeways.
- (D), Mr. D. Lynch, jun. 79, Piccadilly.
- (E), Mr. Robert Guest, 37, Oldham-street.

To prevent confusion or mistake, lists of the mills in each division, together with a coloured map of the township divided into districts, may be referred to in the Inspector's office; and no certificate will be considered a valid passport into any mill that is not granted by the surgeon of the district in which such mill shall be situated.

The certifying surgeons will furnish themselves with copies of these lists, and likewise with the requisite number of printed certificates, agreeably to the prescribed form.

It has been represented to the Inspector that frauds may be committed by certificates being taken out in a false name by children or young persons above the prescribed age, and then given to another child under age, to be presented at a mill for the purpose of procuring illegal employment for the latter; this fraud, it is thought, may be counteracted by allowing the certifying surgeon, at any convenient moment shortly after granting a certain number of certificates, to visit the mills in his district, and to compare each certificate with the child or young person who presented it; by which means the surgeon can easily detect whether or not any particular certificate under his signature has been fraudulently used.

When children or young persons remove from one mill to another, they must provide themselves with certificates from the surgeon of the district in which the mill is situated wherein they may have procured other employment.

It has also been represented to the Inspector that disappointment may often occur in mills by fresh hands presenting themselves for employment without being provided with the requisite certificate, or being able to procure one at the moment. This difficulty may be obviated by setting the child or young person to work for the day, taking care to send him or her to the proper surgeon in the evening, that the certificate may be duly supplied before work on the following day.

R. Rickards, Inspector.

No. 5.—EXPANDED FORM OF TIME-BOOK.

DATE.	Day of Week.	Engine starts in the Morning.	Breakfast.		Dinner.		Tea.		Engine stops at Night.	Total of Hours.	Time Lost.		Time Gained.		Occasion of Time Lost.	Signature of Person taking Time.
			Engine stops.	Engine starts.	Engine stops.	Engine starts.	Engine stops.	Engine starts.			Hours.	Minutes.	Hours.	Minutes.		

596.

No. 6.—EXPANDED FORM OF TIME-BOOK.

NAME.	Age.	Date,				Date,				Date,				Date,				Date,				
		M.	T.	W.	T. F. S.	Total Time during the Week.	M.	T.	W.	T. F. S.	Total Time during the Week.	M.	T.	W.	T. F. S.	Total Time during the Week.	M.	T.	W.	T. F. S.	Total Time during the Week.	

E

Signature of overlooker or manager, }
as to each day's work in each week, }

Report of
R. Rickards, Esq.

—No. 7.—

Factory Inspector's Office, Manchester, 11th February 1834.

10 February 1834.

ADVERTING to the 30th clause of the Act 3 & 4 Guliel. 4, c. 103, it appears requisite that some clear line of distinction should be drawn between the liability of factory-owners and that of their overlookers, agents or servants, in cases where informations may be laid for offences alleged to have been committed against the Act, and that such liability should not rest on so vague and questionable a footing as verbal directions given or received.

The Inspector therefore recommends, for the protection of parties concerned, that orders given by masters to their servants in all matters which are or may become legally cognizable under the Act, be given in writing duly signed, and that such orders, when necessary, be stuck up in some conspicuous part of the mill, for general information.

This will, it is thought, serve to exonerate masters from liability for acts done without their concurrence, and, on the other hand, to make overlookers and others more observant of what they are required to perform, when fully aware of the responsibility which their own neglect or misconduct will thus fix on them.

R. Rickards, Inspector.

Sir,

Manchester, 22d February 1834.

22 February 1834.

I HAVE had the honour to receive your letter of the 21st instant, containing Viscount Melbourne's decision on the appointment of surgeons to grant certificates under the Factories Regulation Act, which decision shall be strictly attended to.

Having reason to apprehend that the regulation I adopted here has not been sufficiently explained, I trust it will not be deemed disrespectful in me if I submit to you for his Lordship's information, and in justification of my own act, the reasons and motives which led to its being put in execution here.

On my first visit to this place some months ago, I found it to be the universal opinion of masters, and others, that the certificate clauses were the most difficult, nay impracticable, parts of the Act, and that they never could be rendered available, owing to the tricks and frauds which would be practised by children, and their parents, to evade their operation. I could not, however, but suppose that this most important feature of the Act was intended by the Legislature to be really effective, and I consequently bestowed much anxious thought on the means of accomplishing it.

It was quite obvious that, in an indiscriminate procuring of certificates, the grossest frauds would be resorted to on the one hand, as well in procuring, as in presenting, certificates; whilst on the other impositions would be practised on the operatives themselves by persons of low estimation and practice in the medical profession; and in some instances, where certificates had been procured previous to my last arrival in Manchester, these apprehended evils had been already verified.

Reflecting however, as I had done, on the clauses of the Act, it appeared to me, as well as to very many masters whom I consulted on the occasion, that there was no possible method of averting these evils or their consequences to the masters themselves, but by a selection of surgeons of talent and character, who by visiting the mills might identify the children therein with the certificates given; and adverting to the several clauses of the Act, it certainly struck me that no question could arise as to the propriety, or even legality, of selections for this purpose, particularly as it met the full concurrence of the masters themselves, and seemed to be the only method of overcoming what was before considered an insuperable difficulty.

According to the 11th, 12th and 13th clauses, it appeared evident to me that the certificates must be granted by some qualified surgeon or physician. Without selection it was impossible to confine the granting of certificates to qualified practitioners. Low persons would be resorted to, and the intention of the Legislature would thus be defeated; besides the word "some" meaning *one* as well as any: I conceived, under the circumstances of the case, that, whilst thus conforming to the spirit, I was really not deviating from the letter of the Act.

I was the more confirmed in this impression by referring to the 18th clause of the Act, wherein the Inspector is "required to make all such rules, regulations

tions and orders as may be necessary for the due execution of this Act," and further on, "required to make such regulations as may be proper to continue in force any certificates," &c.; and seeing the impossibility of executing the intentions of the Legislature without such checks as I have devised, I did not hesitate to adopt them, by which I may add that efficiency is given to an important part of the Act, which was before deemed impracticable.

Permit me, Sir, to subjoin that this plan was fully discussed with great numbers of the master manufacturers of Manchester, and received their unqualified assent previous to its adoption, and Lambert, Hoole and Jackson have been the only remonstrants since. What renders it doubly acceptable to the masters is, that the certificate-book, on my plan, forms of itself a complete and perfect register of all the children and young persons employed, which the Act peremptorily requires, and which is thus kept without any additional trouble or expense to the masters. I have since, and before the receipt of your letter now acknowledged, visited Stockport, Ashton, Staley Bridge, Hyde, Glossop and Oldham, all places abounding with mills, where this plan has been approved and adopted without a dissenting voice; and as it thus appears to be generally acceptable to the parties concerned, I submit, Sir, to you whether I shall not be acting in conformity to the spirit of Lord Melbourne's orders, if in my future progress through this division I leave it entirely optional with the masters of mills, either to adopt this plan, or to employ any surgeons of their own selection to grant the required certificates, should they prefer it.

As to compulsion I can assure you, Sir, that none has ever been attempted, or imagined, by me. In all cases too where the plan has been put in execution as above, the surgeons have been rather selected than appointed to perform the duty, and these selections have invariably been of gentlemen whose credentials and testimonials are of the highest character.

I have, &c.

S. M. Phillipps, Esq.
&c. &c. &c.

(signed) *R. Rickards.*

Report of
R. Rickards, Esq.

22 February 1834.

My Lord,

London, 15 April 1834.

I HAVE the honour to report that I have lately completed a circuit of the division entrusted by your Lordship's commands to my inspection, in which I have personally visited every manufacturing town and station throughout Lancashire, including Kendal in Westmoreland, the West Riding of Yorkshire, the High Peak Hundred of Derby and Cheshire, a division which may be computed to contain about 2,000 mills.

15 April 1834.

The object of this circuit was to give effect to the Factories Regulation Act, which had come into force from the 1st January last.

In attentively considering the purport of this Act, three main objects may be considered to have been in the contemplation of the Legislature in forming it, viz.

1. To regulate the labour of children and young persons employed in mills, by adapting its duration, in each day, to their respective ages and strength.
2. To ascertain by a satisfactory document the ages, strength and appearance, of the young persons whose labour is intended to be so regulated; and
3. To provide education for the children whose labour is restricted to 48 hours per week.

The enclosed document contains accordingly the rules and regulations which have been adopted to give efficacy to these objects of the Act.

See Appendix,
p. 48.

The first difficulties which presented themselves, in respect to these objects, were, how to be assured of the identity of the persons for whom it was thus intended to legislate; to guard against tricks and frauds by children or their parents, as well in procuring, as in the subsequent use of, certificates; and to protect masters against malicious or vexatious proceedings on the part of noted or malevolent informers. Unless these difficulties could be surmounted, it was obvious that the fundamental objects of the Act must necessarily be defeated, and that the Act itself would, like its predecessors, necessarily become a dead letter.

Report of
R. Rickards, Esq.

15 April 1834.

To avert an evil so much to be deprecated, the arrangements which I have now the honour to submit were devised. They embrace chiefly the two first of the afore-mentioned objects; and having received the full approbation and concurrence of all the numerous-attended meetings, at which I had an opportunity of explaining both the advantage, and the convenience, which they held forth to mill-owners universally, it may be presumed that, with a due degree of vigilance on the part of the Inspector and his superintendent, this part of the Act, at least, will be carried into execution, and prove useful, as well as satisfactory, to the parties concerned therein.

As to the third of the preceding objects, I had, as on a former occasion, to encounter serious objections. In Yorkshire more particularly, many mill-owners were so circumstanced, or their mills so placed, as to find considerable difficulty in keeping up their existing establishments, including children under 11 years of age, all of whom were indispensable to the continued working of their mills; and the more so, as substitutes of an older age could not be procured in the situations referred to, to supply the places of these younger hands, should the latter be discharged. In mills remote from the larger towns, of which very many exist in the range of hills dividing the West Riding of Yorkshire from Lancashire, neither schools nor schoolmasters are to be found. In these parts I am bound to say, that I fear the schooling of children, according to the provisions of the Act, will be found impracticable; and likewise that the limitation of their labour to eight hours per day may be equally so; for in places where relays of children are absolutely not procurable, if those under 11 are compelled to stop after eight hours work, the chief business of the mill must also stop, to the great loss and inconvenience of both owners and the principal operatives.

To avoid these inconveniences, and other lesser ones which are apprehended, and have indeed been experienced, in cases where working by relays has been resorted to from necessity, great numbers of children under 11 years of age have been discharged in various parts of the country, and great distress has in many instances been the unavoidable result. The children thus discharged, if unable to find other employment, are left to wander about the streets in idleness. In addition to the loss of their weekly wages, the benefit of that education which the Act proposed to extend to them is thus also completely lost; and parish relief must necessarily, in this case, be sought as their only alternative.

The injury and inconvenience thus sustained from the operation of the clauses here alluded to, will, it is said, and I fear with truth, be greatly enhanced after the 1st March 1835, when these provisions shall apply to children under 12 years of age; and after the 1st March 1836, when embracing children under 13 years of age, the evil, it is apprehended, will be intolerable. Children, it is added, under 12 and 13, who have learned their work, will not be content to work for the wages of eight hours labour; they would desert the mills rather than submit to it; and at these ages the difficulty of procuring either relays, or substitutes, would be greatly enhanced, if not impracticable. Neither would substitutes, even if procurable at the advanced ages above-mentioned, be at all fit for that part of the work in which their services would be required, and in which younger hands are now employed.

Under these circumstances, and looking to the magnitude of the evil in future years, it has been distinctly intimated to me in many places, both by masters and operatives, that they see no alternative but to petition Parliament to relieve them from what they thus assert to be the intolerable pressure of this portion of the Act.

Although I constantly urged on mill-owners, in the course of this circuit, the expediency of complying with these provisions of the Act, and pressed them to attempt it, even at some pecuniary sacrifice in the first instance, hoping that when once established, both the difficulty and expense would gradually be lessened, I was still uniformly met with the same decided objections on the score of impossibility; and this being not a partial, but universal conviction, particularly as regards the future, it is my duty to report it for your Lordship's information.

With the exception, therefore, of the clauses here alluded to, I have every reason to believe that the Act, under the regulations now submitted, will, by
due

due vigilance on the part of an Inspector furnished with the requisite assistance, be rendered efficient for the other purposes intended, and that public benefit will be the result; for I must repeat, that in my opinion, legislative interference may with advantage be extended to manufactures where the artificial powers of the steam-engine are combined with the natural powers of man, without trespassing on the just limitations of the natural freedom of industry.

Report of
R. Richards, Esq.

15 April 1834.

During the course of this circuit, many representations were made to me by mill-owners of the inconvenience and injury sustained from the overworking of their neighbours, or, as it is commonly termed, working over-hours. This may be explained as follows:—

Since the passing of the present Act, as young hands under 18 years of age cannot work in mills more than 12 hours per day, the larger mill-owners, with many others, have confined the working of their mills to 12 hours per day, that the younger hands may not be employed beyond that time, as provided by law; but where mill-owners run their engines 13 or 14 hours per day, they must of course give a proportionate increase of wages to their working hands. The temptation of higher wages induces workmen to leave the 12-hours mills, and the proprietors are thus annoyed by the derangement of their establishments, and oftentimes losing some of their best hands. In towns and other places where this practice prevailed, it was but too probable that young persons under 18 years of age would be worked beyond their prescribed hours of labour, and as a bad and hostile feeling was engendered among neighbours, which it was desirable to appease, I took the occasion (being earnestly entreated by the 12-hour mill-owners so to do,) to recommend the appointment of a committee among themselves, who should be authorized to regulate the hours of labour in the mills of their respective townships, and to communicate with the Inspector on all matters connected with the operation of the Act. This has been done in sundry towns (Glossop excepted,) where overworking, previous to my late visit, was notorious; and the committees have furnished me with the names of the overworkers. The latter have, on my cautioning them as to the consequences of working their young hands beyond the hours limited by law, signified in reply, their determination to observe strictly the provisions of the Act, and for this purpose to conform to the general rule of working their mills only 12 hours per day in time to come. Glossop, I regret to say, is the only place where the mill-owners have resisted this simple recommendation; they are very generally accused of disregarding the Act, trusting to their obscure position in the Derbyshire hills to avoid detection. In other parts, however, it is pleasing to be assured of a general conformity with the proposed rule, thereby rendering the observance of the Act, as regards the labour of young persons, more certain; and that it has proved the means of restoring harmony and satisfaction where sore feeling and discord existed before.

I have entered into these details to show, that notwithstanding the cry which was raised against this Act on its first promulgation, there is in reality no indisposition on the part of manufacturers to conform to its provisions, as far as the same may be practicable, or to any reasonable regulations which may be thereon founded. My belief is, that under the regulations now submitted, and with certain amendments to the eight hours labour and schooling of children, the Act would be generally well received and productive of essential public good.

In this point of view, I would respectfully suggest that the appointment of certifying surgeons, under the control and direction of the Inspector, might be rendered useful hereafter, not only as a substitute for wardens, but in attending to the healthiness and cleanliness of the mills.

In the event of the regulations now submitted being approved, it will, I presume, be necessary that the same be printed, and hung up in mills, pursuant to the 27th section of the Act; in which case I would take the liberty of further submitting to your Lordship's consideration, that it would probably tend to give greater efficacy to these regulations, if copies were at the same time communicated to the local magistrates. Considering the extent of my division, and the impossibility of the Inspector's eye being over every part of it at once, the magistrates might often be more conveniently applied to on matters requiring the interposition of judicial authority; and a short notice in the public

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R. Rickards, Esq.
15 April 1834.

lic papers to signify that the magistrates were for this purpose furnished with the regulations in question, would operate as a check on those who might otherwise think themselves safe in breaches of the law, when far removed from the personal observation and vigilance of the Inspector himself.

I have, &c.

The Viscount Melbourne,
&c. &c. &c.

(signed) R. Rickards, Inspector.

12 August 1834.

Sir,

Leeds, 12 August 1834.

YOUR letter of the 30th July, informing me it is the wish of Viscount Duncannon that I should reply forthwith to the queries therein contained, and that I should prepare a separate Report, as the other Inspectors have done, more particularly applicable to circumstances in the districts under my inspection. I hasten to reply to those queries, without awaiting the completion of my separate Report, which I am also preparing and shall have the honour of laying before his Lordship with all practicable dispatch.

For convenience sake I annex the queries with my answers to each respectively.

1. Whether the limitation of the labour of children of the age of 12 years to 48 hours in the week is practicable or advisable?

1. In former Reports I have stated the strong objections that have been made to me, both by masters and operatives, as to this clause of the Act. Children of 11 to 12 years of age will not be satisfied with the wages of 48 hours work. Their parents will deem it a great hardship and injustice; and when this clause comes into operation on the 1st March next, masters universally dread it, from the difficulty there will then be in procuring hands fitted for the work of their mills. In some parts of the country I believe it will be impracticable, and in all unadvisable; as the enforcement of this provision would be attended with great distress to the operatives, great inconvenience and loss to the masters, and consequently universal dissatisfaction; whilst I am bound to add that I cannot perceive a single advantage to the manufacturing interests likely to arise from this limitation. Masters universally object in the most decided terms to the proposed system of working by relays. I do not know that I could name half a dozen out of 2,000 proprietors who have adopted it in this division; some object on the score of injury and delay to their work, by changing from one set of hands to another; others of the impossibility, which certainly is the case in many places, to procure extra hands; and all object to the schooling clauses; to avoid the annoyance of which they have now very generally discharged all children under 11 years of age; and if after the 1st March next they shall for the same reason be compelled to discharge all children under 12 years of age; it may be impossible for them, they say, to continue working their mills. It is indeed certain that all the hands employed in a mill are equally wanted for a whole day's work, and if any portion are discharged after eight hours work, the whole mill must stop, where relays are not procurable; and this the mill-owners declare, in a vast many cases at least, to be quite impossible. The limitation of eight hours work to children under 11 years of age has already occasioned a revolution in the trade by the discharge of vast numbers under 11. When the limitation comes to be extended to children under 12 years, and ultimately under 13, it is very generally dreaded in this quarter, as likely to prove fatal to manufacturing prosperity.

2. Whether children of 11 years of age might be allowed to work more than 48 hours in the week, and under what circumstances?

2. I have already given my opinion, in former Reports, that children of 11 years of age are old enough, and strong enough, to work in mills for 12 hours in each day (a proper time being allowed for meals), or 69 hours in each week. The labour of children in mills is light, requiring no great exertion of muscular strength; and the Reports which I have received from the medical gentlemen appointed to grant certificates to children in mills fully confirm this opinion.

These

These Reports I shall have occasion to revert to more particularly in another despatch.

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3. *Whether children under the age of nine years might be allowed to work in cotton, woollen and flax mills, their labour being limited to a certain number of hours per day?*

3. I would on no account allow children under the age of nine years to enter any of the mills enumerated in the first clause of the present Act. I am not aware of any good reason for a distinction or preference in favour of either class of mills. These distinctions generate bad feeling on the part of those who are not favoured; and more especially where there is no just ground for the distinction on the score of necessity or real utility. The free admission of children under nine years of age into mills would be attended with another evil; they would be employed in disproportionate numbers, and at too tender an age for work, for being able to perform much of the work, now done by children of 11 years and upwards, at a lower rate of wages, many of the latter would be thrown out of employ. I believe too that the limitation of one class of children to a certain number of hours, and another class to another, in the same mill, can never be put in force by legal or official means. Evasion is so easy in the interior of mills, and detection so difficult, that when private interests combine, the vigilance of public officers, if not always on the spot, may and will be continually defeated. I think therefore that no child should enter a mill worked by power, that is not equal to 12 hours per day labour, or 69 hours per week, without injury to his health; and that all mills employing children or young persons under 18 years of age should be restricted to that time.

4. *Whether any alteration is advisable in those clauses in the Act which regulate the attendance of children at school?*

4. These clauses, I am sorry to say, have, in operation, defeated the humane objects which the framers of the Act had in view. The instances are extremely rare in this division (I could not enumerate half a dozen), where they are observed. They are so very objectionable to mill-owners generally, that to avoid what they deem the intolerable inconvenience and trouble of complying, they have discharged from their mills all children under 11 years of age. This has been carried in these districts to a distressing extent; and the children so discharged, instead of receiving the proposed education, get none at all: they are turned out on the wide world to seek other employment, or to wander about the streets of towns in idleness and vice. I entered on this subject to Viscount Melbourne, at considerable length, and submitted a plan for the education of the youth of both sexes, which, I am still confirmed in my opinion, would, if adopted, be attended with much benefit to the rising generation, and to the public at large. It provides for the attendance of all young persons in mills under 18 years of age at Sunday-schools; but interfering in no respect with the regular course of mill-labour, is consequently free from the objections which attach to the system prescribed in the present Act.

5. *Whether any alteration is advisable as to the time of commencing and terminating the working-day?*

5. I think it would be advisable to fix the commencement of the working-day at half-past five in the morning, and its termination at seven in the evening, allowing one hour and a half for meals. I think too the 4th clause of the Act might be expunged; for if any allowance is made for lost time by accidents to machinery, it will open a door to fraud by masters working over-hours on the pretence of accidents, which it may be always difficult to detect. I have met too with many mill-owners who declare they never do work up lost time, or wish to do it. Where mills are moved by water-power, some allowance for occasional loss of time must be made; but this should, as much as possible, be restricted so as to prevent fraud.

6. *Whether it is advisable that the superintendents should have more power than he now possesses?*

6. Superintendents are indispensably necessary to aid the Inspector in carrying into effect the provisions of the Act; without this aid, all the efforts

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of an individual Inspector, in a circle containing a large number of mills, would be nugatory. But to render their services quite efficient, they should be legally authorized to visit the interior of mills, and, under the direction of the Inspector, to give such orders, or to make such inquiries as circumstances may require.

I shall probably have occasion to enlarge on some of the preceding heads in my separate Report, which shall be delivered in without any unnecessary delay.

S. M. Phillips, Esq.
&c. &c. &c.

Meanwhile, I have, &c.

R. Rickards.

My Lord,

Bradford, 20 August 1834.

20 August 1834.

My last address to your Lordship's predecessor in this department was dated 15th of April last. I have now the honour to report some further proceedings in this quarter, wishing to keep your Lordship fully advised of such occurrences and observations, as it may interest or be of use to His Majesty's Government to know.

In regarding the population of what is commonly called the principal manufacturing district, we are forcibly struck with its vast importance in a national point of view; its condensation within limited spots; its consequent means of free intercommunication; the intelligence, energy and activity of many of its members, with the coarse low habits of the general mass; from the want of sound moral and religious education, the slaves of vice, prejudice and passion; easily excited by factious clamour as to real or supposed grievances; and formidable in all such cases from their numerical and united strength; the bond of union between masters and servants feebly knit, and resembling more the animosity of adverse interests than the salutary influence of the one class, with satisfied subordination on the part of the other. Such is the apparent state of the manufacturing population of these parts; a population, where the vicious propensities of the many keep pace with their augmented means of gratification (drunkenness it is said being greatly on the increase); a population therefore peculiarly fitted to be the instruments of seditious incendiaries, and whose means of organized association are too well known to be lightly estimated. Of the state and circumstances of such a people, it is of no small importance that His Majesty's Government should be at all times minutely advised; and more especially as the probability of increased commercial intercourse with the world at large, particularly with the East, justifies our confidence in a great extension of demand for the manufactures of these districts, consequently for increased numbers of the same description of working hands, and with them a wider spread, and more formidable array, of those habits and propensities which may render them as dangerous on the one hand to the peace of society, as their labour on the other may, under due regulation, conduce to its advantage.

Again, if we consider the nature and value of the productive labour of this extraordinary race, we are further struck with its important bearing on the national resources, and the necessity for minute information being always under the view, or at the command, of His Majesty's Government. It is not that I anticipate successful rivalry on the part of foreign competitors. I believe their efforts will be found unavailing, as long as tranquillity and satisfaction be maintained at home. The admirable tables of Mr. Cowell, published with the Supplementary Report of the Factory Commission, go a great way to establish this most interesting and important fact, which is indeed further corroborated by Evidence on the Records of Parliament. Although personal wages are much higher in this country, yet the quantity or value of the products yielded for a given sum is greater; in other words the cost of production of our manufactures, taken in the aggregate, is less than in rival countries; whence we are enabled to undersell competitors, in a great majority of products, even in their own markets. A stronger proof can hardly be exhibited than the circumstance of our importing raw cotton from India, returning it in a manufactured state and underselling the productions of the natives, where manufacturing labour may be rated at $2\frac{1}{2}d.$ or $3d.$ per diem. The reason of this superiority is to be found in the great magnitude, and judicious application, of capital; in the wonderful ingenuity displayed in the construction of our machinery; and that ingenuity exercised in discovering constant improvements, which succeed each other

other with almost incredible rapidity; and in, what I believe has not hitherto been adverted to, the constantly improving skill of the operatives themselves, producing, in a given time, more and more, or better work. These combined circumstances, and particularly the latter, which is stimulated by increased remuneration for every increase of produce, have hitherto contributed to maintain that superiority which is our present national boast. Being the result also of the practical experience of vast multitudes of manufacturers, whose skill and ingenuity must be supposed to bear some ratio to their numbers, whose numbers, and consequent ingenuity, are almost daily increasing, and possessing natural and artificial advantages, either unknown or not yet existing in other countries, it is to me inconceivable that the puny efforts of foreign rivals can be a source of dread to us, whilst this our advancement in the race continues to be maintained and our other accessory advantages to be unimpaired.

It is consequently from domestic occurrences only that obstructions may be dreaded of sufficient force to affect these grand sources of national prosperity and wealth; and here again it is, that, from the character and habits of the population employed, a superintending vigilance becomes of the highest importance, if not of indispensable necessity.

In these remarks however I beg to be understood as not presumptuously supposing the facts adverted to to be unknown to His Majesty's Government, or that proper remedies and precautions may not have been employed. They are introduced purely in reference to the Inspector's proper duties. These bring him, or ought to bring him, into daily contact with some portion of the labouring classes. For myself I can say that, during my residence in these districts, not a day passes in which I, or my superintendent, or both, are not in some one or more mills, or in communication with their owners, or working hands, on points connected with the provisions of the Act, or on inquiries of pure curiosity, for which the courtesy of the proprietors affords to the Inspector ample scope. It is obvious therefore that, by a zealous and prudent execution of his official duties, the Inspector has the means of obtaining information which might be essentially useful, whether for good, or the restraint of evil; whence it is respectfully submitted, that his attention might, under authority from His Majesty's Government, be advantageously directed to these objects. I write more especially in reference to the districts under my inspection and the state of the population contained therein. But whether this duty be committed to the Inspector, or whether he be limited to a mere enforcement of the provisions of the present, or of any future amended, Act, it is indispensable that, in a country studded as this is with mills and factories, he be furnished with more assistance to give efficiency to any law which may be passed for the regulation of infant or adolescent labour.

It may be very proper for many reasons to continue this division as one Inspectorship. Its continuity and compactness as a whole, the constant intercourse of all its parts with each other, and the dependence of its numerous outstations on the chief towns or marts within this limit, are all reasons for its being one undivided circle; but from the facility with which evasions and violations of the law may be committed in mills, and the great difficulty of detection, a local superintending vigilance will ever be necessary. For this purpose I would recommend that the Inspector of this division, containing it is thought (for the returns are not yet complete) upwards of 2,000 mills, be aided by at least four superintendents to be stationed in separate sub-divisions. In this recommendation I am desirous of combining economy with real efficiency, and I have therefore stated the smallest number of superintendents that will be necessary to give effect to the provisions of this or any other Factory Act. I believe I may venture to add, that I have with great labour, and the aid of an indefatigable and zealous superintendent in Mr. Heathcote, caused the present Act to work as efficiently in this quarter as the most sanguine could expect, considering the vast dissatisfaction it excited on its first introduction, and the conviction indeed of most men that it must, like all its predecessors, become a dead letter. I do not mention this as any boast, but because the labour would be too intense, if continued for any length of time, and more than a single individual would be equal to. The plan I have adopted is to frame a few regulations for the observance of mill-owners and others, easy to be executed, and when executed supplying all that the most important provisions of the Act require. These regulations have been published at various times in the local newspapers, as pre-

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20 August 1834.

See Appendix, p.
48.

scribed in the 25th section of the Act ; and that ignorance might not be pleaded as an excuse for non-observance, I have embodied the whole, interspersed with a few remarks to explain the reason, as well as the advantages, of their adoption, and printed the same on a sheet of paper for the convenience of being stuck up in each mill, pursuant to the 27th section of the Act, and which is accordingly attended to.

Having, in former Reports to your Lordship's predecessor, given full and detailed explanations of all that led to the adoption of these regulations, it may only be necessary for me to enclose a copy of the above-mentioned printed paper, and of an additional regulation regarding certificates, which I have reason to believe will be found extremely useful in preventing frauds, and in giving to overlookers, and even to masters, a better knowledge and more efficient control over the conduct of subordinate operatives, than they have hitherto possessed.

Simple as these regulations are, they require a constant visitation of the mills to see them enforced. Of the larger and more respectable mill-owners of the country, by far the greater number have adopted, and conform to them. There are others, but chiefly in smaller concerns, (and from the variety of tempers and dispositions I have to deal with, it is not to be wondered at,) who, some from ignorance, and others from neglect, or indisposition to extra trouble or the most trifling extra expense, must either be instructed, or urged, to do that which the law requires. These are parties where vigilance and frequent visits can alone ensure a due observance of its provisions ; but in all cases the visitation is useful and even necessary. Hence the laboriousness of the employment ; and hence the necessity for that additional aid which is indispensable, where such numbers of mills, and so many of the largest description, are to be superintended and watched.

In a very few instances, and far less than could have been expected, have I met with a determined spirit of opposition ; but where this has been manifested, where forbearance and conciliatory conduct have proved altogether unavailing, and where equal justice claimed the interposition of authority, I have instituted legal proceedings against such obstinate offenders, taking care however to adopt such a course as should not be liable to the charge of haste, partiality, or the want of due deliberation. Where offences against the Act are committed within the walls of mills, inaccessible to any but the operatives and their employers, proof is extremely difficult, if not altogether unattainable, from the only persons who can speak to facts, but who are all more or less interested in their concealment ; it is only therefore during the visits of the Inspector, or his superintendent, that irregularities or gross violations of the law can be detected ; and where personal remonstrance, in such cases, fails of its effect, the proper course of proceeding becomes a question of some delicacy. It is obviously opposed to all sound principle, that a man should be complainant, witness, and judge in the same cause. The course I have pursued then, under legal advice, is this : Notice of the intention to prefer a complaint, pursuant to the 35th section of the Act, is first given, in the name of my superintendent, to the party complained against. After a due interval, the party is then summoned to answer to the complaint before the united body of magistrates of the town or district at their weekly sittings, at which I also assist. The case is accordingly heard and determined by the magistrates in full and open court, with all the form and solemnity usually observed in judicial inquiries ; and when the penalties of the Act shall thus, after conviction, be necessarily enforced, there will be no ground left for cavil or objection.

Having so fully given my reasons, in former Reports, for a special appointment of surgeons to grant certificates to young persons employed in mills, and explained that, without such a system as here adopted to insure the authenticity of certificates, the Act would be constantly evaded, or little better than a dead letter ; I shall only here add that the appointment of these surgeons has already produced great benefit, and been the means of procuring important information regarding the health and general condition of young persons in mills. The surgeons are all persons of great respectability, and of that apparent independence of character, which will neither conceal irregularities, nor be shy of noticing them when requisite to the offending parties. The enclosed copy of a letter from one of the appointed surgeons, Mr. Harrison of Preston, affords a good specimen of the kind of information which the appointed surgeons

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geons have it in their power to furnish. Mr. Harrison's letter is, at once, a collection of valuable facts, and a proof of the zeal and talent with which he executes the duties assigned to him. The general tenor of all the medical reports in my possession confirm Mr. Harrison's view of the effect of factory labour on the health of the younger branches of working hands. It is decidedly not injurious to health, or longevity, compared with other employments. If the establishment of this important fact were the only accruing advantage, it must still be admitted that it could not be so satisfactorily established by any other means, could not indeed be established at all, if young hands were allowed to procure their certificates indiscriminately. In the one case, we are assured of the fact on the experience and almost daily view of almost every soul in every mill throughout the country, by the appointed surgeons; whereas on the other plan, the very best information which the best surgeons in the country could give, must necessarily be founded on a limited knowledge of facts, or cursory examination, and consequently be little better than conjecture.

But this one fact, important as it is, is not the only advantage to be derived from the services of appointed surgeons; they may be made useful in other respects. We are not yet correctly informed of all the mills existing in these districts; and have also much to learn of their interior economy. My returns of the number of mills are not yet complete; but when these come in, together with returns to other inquiries which I have set on foot through the medium of the appointed surgeons, I hope to be able to furnish, by or before the end of this year, a summary of useful information respecting the condition and numbers of the different classes of the manufacturing population of these districts; the number of mills with the different descriptions of work performed in each; the quantum of moving-power compared with the number of working hands; together with other details, which the appointed resident surgeons can thus furnish, from every part of the country, with greater accuracy than I believe it would be practicable to attain through any other channel.

Indeed the great utility of these appointments is so obvious, approved and concurred in, as they now are in every part of this division, that I take the liberty of submitting to your Lordship's consideration the advisableness of expressly sanctioning these nominations by the Inspector, in any amendment of the present Act which may be contemplated, with authority to the said surgeons to enter mills at all times under the Inspector's directions, for the purpose of aiding him in all such examinations and inquiries as he may find requisite, and they alone can effectually accomplish. Their frequent visits to the mills will always be useful, in ascertaining the health of the working hands generally, attending to the cleanliness and ventilation of mills; and seeing that the machinery is properly boxed up or secured. These are points that can only be attended to by a constant visitation of the mills, and by none so well, or so consistently, as by medical men, to whom such inquiries are, as it were, professionally familiar. I have myself seen many mills in a very filthy state. I have known several instances of children or young persons being retained by their parents in mills when sickness rendered them unfit for the occupation; and on the surgeon remonstrating with the mother, and saying that death would probably ensue, receiving for answer, that it signified not, for if the children could not work, they must die of starvation. And I have heard of several dreadful accidents from machinery being insufficiently guarded, or so crowded into rooms as to leave none but narrow and dangerous passages for the working-hands. In all these cases the eye of a fixed medical practitioner would be of infinite use, many lives might thus be saved; the most dreadful lacerations prevented; and the comforts, if not the health, of the working-hands greatly improved.

I have dwelt more particularly on this subject here, because the Act, in its present state, gives no power to any person but the Inspector to enter into the interior of mills for the purpose of examination or inquiry. The 17th clause authorizes the Inspector, after he has entered, "to call to his aid all such persons as he may choose;" but this is almost superfluous, for the Inspector, when personally present, may make his own observations and inquiries; but an Inspector with 2,000 mills under his superintendence could not, even if perpetually moving, and with the utmost diligence of which human nature is susceptible, visit each of these mills once in every year. But these visitations, as before
1596. F 2 observed,

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observed, are quite indispensable ; offences are committed within the mill-walls, where detection is almost impracticable by means of external evidence ; and if he be not furnished with the means of constantly controlling those who are otherwise sure to offend, his appointment would soon become useless in a public point of view, and little better than a sinecure.

For the same reason I would strongly recommend the same privilege being extended to superintendents, as stated in my Report of the 12th August, and with the united aid of these two classes of functionaries, an Inspector might then hope to render himself a really useful and efficient public servant.

In treating of the Inspector himself, I would beg leave to be understood as referring only to what I have observed in this division, and in no respect to the duties, views or opinions of my brother Inspectors in other parts. But, as I have before observed, the Inspector is often placed in a delicate predicament as regards the exercise of judicial power. I have shown how by far the greater number of offences against the Act will be committed in mills where it is the interest of all, who can speak to facts, to conceal or suppress the truth. Offences, therefore, in nine cases out of 10, perhaps 99 out of 100, are only likely to be brought to light by the visits or by the vigilance of the Inspector himself, or his own superintendents. In such cases he might be placed, as before observed, in the awkward situation of being informant, witness and judge, in the same cause ; or judge, when the informant and only witness may be his own servant acting under his own directions. The Inspector is also authorized to make rules, orders and regulations, which, on due notification or publicity, have the force of law ; he is therefore a legislator for the mills within his division, and consequently not the properest judge that could be selected to decide on alleged breaches of his own rules. For these reasons I would respectfully recommend that the Inspector, whilst vested as at present with the powers of a justice or magistrate, should not be allowed to exercise them but in conjunction with a justice or justices of the town or county where offences may be committed ; that all such causes may be tried in the ordinary open court of the magistrates of the place or vicinity ; and that the decision of the majority be binding. I would also beg leave to suggest that, in cases of conviction on the information or evidence of a superintendent, he be precluded from any share or participation whatever in the penalties inflicted.

I would here beg leave to notice that there is a difficulty or rather obscurity in respect to the mode of preferring complaints, contained in the first part of the 35th clause of the Act. All complaints (it is said) "shall be preferred at or before the time of the visit, duly notified, of any inspector next after the commission of such offence." Is it to be understood from this clause, that all complaints are to be preferred to the Inspector ? if so, how are complaints to be preferred to justices ? It is also not clearly understood what is intended by the "time of the visit duly notified of any Inspector." If it be intended that the Inspector is to give public notice of every time he means to visit a place, the observance of the clause will be extremely difficult, if not impracticable. It is only in the larger towns that newspapers are published, and those only once a week. In the interior, including some of the most important stations, there are no means of giving such public notice. Besides, an Inspector, to execute his duty effectually, should be constantly moving through his division. As before explained, it is only by a constant visitation of the mills that the provisions of this or any other Factory Act can be made efficient. From the Inspector's occupations therefore in one place, he could not always tell when he might be able to visit another, even if the means of notification existed. I would, therefore, respectfully suggest that this clause be modified, so that complaints might be preferred within a given time in the ordinary way, or without such preliminary forms, as by rendering them liable to legal objection or dispute, would reduce the clause to a nullity.

In my Report of the 15th of April last, I explained the inconvenience and injury arising to very many mill-owners, particularly in Lancashire, from the over-working of others ; in other words, whilst the generality confined their working hours rigidly to 12 per day, or 69 per week ; some availed themselves of the letter of the Act to exceed that time, whence by granting higher wages for the longer period, working-hands were induced to leave the twelve-hours mills in order to get higher wages in the over-working mills, which increase of wage was ordinarily spent in increased drunkenness, whilst the

the strict observers of the law were thus made the sufferers by the very persons most likely to be absolute offenders; for, if the latter be allowed to run their mills 14 or 15 hours per day, it is next to impossible for an Inspector to provide against the working of children during the longer hours, or to detect the offence in the interior of mills when committed. On all these accounts I have strongly recommended that the restraint be in future laid on the moving-power, or rather I would now suggest on the machinery (for the steam-engine or water-wheel is sometimes used to move corn or other mills after the factory labour has ceased for the day,) of all mills in which young persons are employed, leaving to those who choose to run longer hours to employ adults only. It is the only means by which the employment of young hands, within a moderate and legal limit, can be depended upon. I can now confidently add that the limitation to 12 hours per day, or 69 per week, will be very generally satisfactory to mill-owners and to operatives; many of whom of both classes, and particularly the former, have expressed to me an earnest desire that this limitation might become the law of the land on any future amendment of the present Act.

When I first submitted this proposition to my Lord Melbourne, it was accompanied with another, in which masters and operatives would equally agree, that the employment of children under 10 years of age in mills or factories should be prohibited; that, on the contrary, up to that age, they should be furnished with the means of receiving a sound moral and religious education; and that every young person from 10 ten to 18, after entering a mill, should be compelled regularly to attend a Sunday school. It is only, as it appears to me by a systematic education of this nature, long and uninterruptedly continued, (a plan or outline of which I, at the same time, submitted,) that the vicious habits of this population can be corrected. Restrictive laws will avail us nothing. Let all the gin-shops and beer-houses of the country be hermetically sealed, as long as the propensity to drink shall be the ruling vice of the lower classes, drunkards will be sure to find liquor. The axe must be applied to the root. It is the vicious propensity that requires to be eradicated; the inward man; the heart, out of which are the issues of life, that needs correction. Education can alone accomplish it; and until the moral habits of the people be thus improved, drunkenness, with its concomitant evils, will prevail, and continue to be the characteristic reproach of our country.

In my Report of the 15th of April last, I explained the difficulties of conforming to the schooling clauses of the present Act, and the distress occasioned to families by the consequent discharge of children under 11 years of age, to avert what the mill-owners consider an intolerable annoyance. In my present circuit I have found some instances where the retention of the younger hands was indispensable to the working of the mill, and where schooling was at the same time impracticable. I have found some others where the children have been retained, worked according to the Act, and have produced every Monday morning, on returning to their work, schooling certificates; but the masters have at the same time assured me that they could not place much reliance on the authenticity of these tickets; there are other instances, but these are few, where the benevolence of mill-proprietors has induced them to provide schools in their own mills, and to furnish children with regular and good instruction at their own expense. Still by far the greater number of the children under 11 years of age have been discharged, and I am informed by magistrates that, since this Act came into operation, applications for parish relief have increased, which the overseers ascribe to this cause. In short the mill-owners of this division very generally declare that, when the clauses here adverted to come to be applied to children under 12 and 13 years of age, they must either close their mills, or work them in open infraction of the provisions of the law; in other words that the intentions of the Legislature, in regard to the labour of children which now work beneficially, will be wholly disregarded and defeated.

Objections have been started to the proposed rule for restraining the working of mills within certain hours, as being an undue interference with the natural freedom of industry. But the objection is, I think, in this instance, unfounded. It is not proposed, for example, to restrain the freedom of adult labour. A man, who has the entire mastery of his own limbs and person, may work himself to death if he pleases, under the proposed law; but not so with children,

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or minors; we legislate freely for their rights, interests and properties. The law is most anxious to protect these from injury; and various provisions are made to accomplish it. Then why not legislate for their personal labour also, where their bodily health, and structure, are likely to be seriously affected in the absence of due regulation and control. This is peculiarly the case where human labour works in unison with the steam-engine, or the water-wheel. That tyrant power may at any time, and without an effort, cripple or destroy thousands of human beings, if not duly restrained. Human labour in these mills or factories is not on a par with other branches of industry. It is governed by a power that needs neither food nor rest; whence the avarice of masters, and the stimulus of higher wages working on their men, may, and assuredly will, lead to excessive exertion, of which disease, deformity, or death are but too certain to be the unhappy results.

If this proposition should be approved, I would beg leave to recommend that it be equally extended to all the mills enumerated in the first section of the present Act, viz. cotton, woollen, worsted, flax, hemp, tow, linen, and silk. There should, in my opinion, be no distinction, or preference, in favour of either. They are all worked by steam or water-power, and should be placed under the same legal restriction. The silk-mills are not more healthy than the rest; they are not so healthy (to judge from the robust appearance of the young hands) as the woollen and worsted mills; and if mill-labour be charged generally with a tendency to cripple or disease its younger working hands, it is obviously more likely to effect this end in silk-mills, where children of any age, say five, six, or seven years old, are allowed to enter, and to be worked for 10 hours per day, or 60 hours per week; an extent of labour much more likely to affect injuriously the tender limbs and constitutions of infants, than the proposed labour of 12 hours at a riper age. As the law now stands, children of any "strength and appearance," sickly or healthy, weak or strong, may enter silk-mills without check or control. Being exempt from the system of certificates,* a medical practitioner never sees them to pronounce on their fitness for employment. The Inspector himself is also as far removed from all useful knowledge regarding them, or the interior condition of the silk-mills, without being able to perform what, in this division at least, would be almost if not quite impracticable, viz. entering every silk-mill in person, and examining not only the state and condition of every room in the mill, but every child or young hand employed therein, of whose age and health he would, after all, be but an imperfect judge.

Certificates, in short, and medical examination, must be the basis of every Factory Act. Without them it will be impossible to know the condition, or even the numbers, of the children employed in mills; and without such a system as I have above recommended, I know of no means by which the authenticity of certificates can be depended on.

From the first indeed it has appeared to me that a systematic arrangement regarding certificates was indispensable to a due execution of the other provisions of the Act. Its chief object is expressed as follows in the first section, viz. "that it is necessary the hours of labour of children and young persons employed in mills and factories should be regulated, inasmuch as there are great numbers of children and young persons now employed in mills and factories, and their hours of labour are longer than is desirable, due regard being had to their health and means of education: Be it therefore enacted," &c.

In pursuance of this object children under nine years of age are not allowed to be employed in mills (silk excepted). Children between 9 and 11 (for the present year) can only be employed for nine hours in any one day, or 48 hours per week, and young persons between 11 and 18, 12 hours per day, or 69 hours per week. It became then a primary desideratum to know precisely who were children and young persons, and who were not; and the exact numbers in each class to whom this legislation was intended to apply. Without this necessary knowledge it appeared to me, as it does still, that the Act would be wholly inoperative. There would seem to be no practicable means of identifying the persons

* All silk-mill owners have not availed themselves of the reference made to the Home Department in February last. Some in Manchester, and all in Congleton, Sandbach, and the West Riding of Yorkshire, have voluntarily adopted the certificate system, on the score of its convenience and greater security. It is also remarkable that there is not a child under 11 years of age employed in any silk mill which I have lately visited in the West Riding.

persons whom the law intended to protect ; no means of distinguishing those who could only work 48 hours per week from the workers of 69 ; and no means of distinguishing some of the latter from adults, who are allowed to work all night ; without an accurate medical examination of the parties, and certificates granted and recorded, to prove their being the identical persons for the regulation of whose labour and education the Act had provided. It was also obvious, and subsequent experience has abundantly confirmed it, that without some such system as I have adopted to provide for the authenticity of the certificates, no dependence could be placed on them ; the Act would be evaded by a thousand frauds, and children either sickly or weak, or under age, would continue to be employed, and to be worked over hours, and almost without the possibility of detection.

There are doubtless a great many mill-owners of the strictest honour and veracity in this division, who have from the beginning evinced a firm determination to conform to the provisions of the Act, and the regulations thereon founded ; and many also conform under an impression that the interference of Government in regulating labour has done good, and therefore desire its continuance. But these are not the characters for whom penal enactments are chiefly intended. There are others who must be restrained. An efficient system of check and control must be adopted. In the case here treated of, constant vigilance is indispensable ; and if measures to this end be not sanctioned, I can have no hesitation in asserting (as far at least as this division is concerned) that the execution of the law must be left to depend on the will and pleasure of individuals ; that the grossest violations of it will be committed with impunity ; the Act itself become a standing jest, and the situation of Inspector perfectly useless.

If on the other hand it should be thought advisable to modify certain clauses of the present Act on the suggestions here submitted, I have been assured on the most respectable authority, in various quarters, that an Act so simplified would give universal satisfaction. It is indeed at the earnest desire of many (as before intimated) that I have taken the liberty to include their views and wishes in these remarks. A 12-hours Act, or 69 hours per week, with absolute exclusion to children under 10 years of age, is what I have been urged to recommend, and concurring as I do in the manufacturers' proposition, I have ventured to express my own opinions as to the best mode in which both their object and that of the Legislature, in regulating the labour and education of children, may be best carried into effect.

Should it be determined to fix the time of commencing and terminating the working day, as referred to in the 5th query of Mr. Secretary Phillipp's Letter of the 30th July last, I would further recommend an amendment of the 6th section of the present Act, by making the one and a half hours allowed for meals to be granted within the limits of the working hours, and not to be delayed, as sometimes now occurs, until after the mill stops for the day. Probably the best arrangement, as regards the younger working hands, would be to allow half an hour for breakfast, half an hour for dinner, and half an hour for tea. Then supposing the engine to start at six in the morning and to stop at half-past seven at night, the young hands would have three intervals of recreation or rest, and not work more than three and a half hours for a continuance during any portion of the day.

The Viscount Duncannon,
&c. &c. &c.

I have, &c.
(signed) *R. Rickards*, Inspector.

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APPENDIX to REPORT of R. Rickards, Esq.

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Factory Inspector's Office, Manchester, 5 July 1834.

RULES and REGULATIONS to be attended to in giving effect to the Act
3 & 4 WILL. IV. cap. 103.

First.—The Inspector, having been informed that sundry mills in Manchester, and other parts, are worked beyond the hours limited by the aforesaid Act for the daily labour of children and young persons, begs to draw the attention of mill-owners generally, throughout the manufacturing districts, to the 1st, 2d, 3d, 4th, 5th, 6th, 7th and 8th clauses of the said Act, whereby

The employment of young persons under 18 years of age, between half-past eight o'clock in the evening and half-past five o'clock in the morning, in or about any cotton, woollen, worsted, hemp, flax, tow, linen, or silk mill, in which steam, water or other mechanical power is used to propel the machinery, is prohibited, "except as hereinafter provided."

The exceptions are as follows:

Excepted from the provisions of the Act, mills used for fulling, roughing and boiling of woollens; and apprentices and other persons employed therein.

Ditto ditto, mills or factories used for the manufacture of lace.

Ditto ditto, young persons above the age of 13, when employed in packing goods in any warehouse or place attached to any mill, and not used for any manufacturing process.

The Act then proceeds to prohibit the employment of persons under 18 years of age for more than 12 hours in any one day, or 69 hours in any one week, "except as hereinafter provided."

The exceptions are particularised in the 3d, 4th and 5th clauses, and provide for the making good of lost time, in consequence of deficiency or excess of water, or of extraordinary accidents to the steam-engine or machinery.

It is then enacted, that one hour and a half in every day should be allowed for meals to young persons working 12 hours per day, without fixing the precise time of day when to be granted.

The employment of children under nine years of age is, from the 1st January 1834, expressly prohibited, except in silk mills.

The employment of children under 11 years of age, from and after the 13th of February 1834; and of children under 12 years of age, from and after the 1st of March 1835; and and of children under 13 years of age, from and after the 1st of March 1836, for more than nine hours in any one day, or 48 hours in any one week, "except as herein provided," is also prohibited.

The exceptions here referred to are contained in the 3d, 4th and 5th clauses, and include silk mills, wherein children under 13 years of age, are allowed to work 10 hours in any one day, or 60 hours in any one week.

And it has since been conceded, that children above 11 years of age may be allowed to work in silk mills 12 hours per day, as granted to persons of the same age in cotton and other mills.

Any infringement therefore of the limitations above prescribed, as to the labour of children and young persons, in mills as aforesaid, will, on conviction before the Inspector or any magistrate, subject the offending party or parties to the penalties provided for in the 31st and other clauses of the Act.

Second.—The chief intent of the present Act being to regulate the labour, and to provide for the health and means of education of the children and young persons employed in mills, it becomes a matter of primary importance that the age, strength and appearance of the persons, whose labour is so restricted as aforementioned, should be well ascertained; for which purpose, certificates to be granted by a surgeon or physician in the following form, seem to be the best and most appropriate vouchers; the Act itself prescribing this form as to children under 11 years of age.

A true copy of a certificate given to

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I, _____ surgeon, do hereby certify
that the _____ of
has appeared before me, and submitted to
my examination; and that the said
is of the ordinary strength and
appearance of a child or young person of
years of age. As witness my
hand this day of 183 .

Countersigned by

Surgeon.

Magistrate.

I, _____ surgeon, do hereby
certify that the _____ of
_____ has appeared
before me, and submitted to my exami-
nation; and that the said
is of the ordinary strength and appear-
ance of a child or young person of
years of age. As witness my hand this
day of

183 .

Countersigned by

Surgeon.

Magistrate.

But the object of the Legislature would be defeated, if the perfect authenticity of certificates so granted, be not at the same time provided for.

This

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[illegible]

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TIME-BOOK, No. 2, showing the Time each Person worked during the Week.

Name.	Age.	Date						TOTAL Time during the Week.	
		M.	T.	W.	T.	F.	S.		

N.B. In the book prepared as a sample, the ruling is continued on the same page for seven successive weeks, which saves the trouble of inserting the names more than once in that time.

Signature of overlooker or manager, }
as to each day's work in each week, }

The Time-book, No. 1, is intended to record the working of the engine or moving-power; and it follows, that if the engine or water-wheel, &c. only runs 12 hours in each day, the hands employed in such mill cannot work more than 12 hours. It is, therefore, the only Time-book necessary to be kept by the mill-owner, provided at the same time he employs no hands in his mill under 11 years of age.

But when children under 11 years of age are employed in any mill, it is requisite that an authentic record should be kept in the mill, to show that the labour of such children does not exceed the time limited by the Act, viz. nine hours in any one day, or 48 hours in any one week. For this purpose, the names of such children, their ages, and the times worked in each day, must be recorded in the Time-book, No. 2.

For the same reason, should the moving-power in any mill run more than 12 hours in any one day, the names of the young persons between 11 and 18 should also be inserted in the Time-book, No. 2, that an authentic record may be similarly preserved of the period of labour of this class of persons, not exceeding the time prescribed by the Act, viz. 12 hours in any one day, or 69 hours in any one week.

Third.—The next main object of the Act relates to the schooling of children under 11 years of age; the provisions in respect to which are contained in the 20th, 21st, 22d, 23d and 28th sections.

It is consequently imperative on those who employ children under 11 years of age, to take care that they be sent to school for two hours in each week-day, or for 12 hours at the least in each week; without which it is not lawful to employ, or continue to employ, children of this class in any factory or mill. It is also necessary that an authentic record of the regular schooling of the children be kept in each mill. This may be done by filing the certificates of schoolmasters, in which the attendance or absence of such children must be duly recorded; or by means of a register, as per form, given below; and this record must not only be kept in every mill employing children of this class, liable at all times to the examination of the Inspector or his superintendent, but prepared with due precautions as to its authenticity; since any forgery or falsification thereof will subject the offender to the punishment prescribed in the 28th section.

SCHOOLING REGISTER.

List of Children under 11 years of Age who have attended my School in
specifying the times of attendance in each day.

Name.	Date.	M.	T.	W.	T.	F.	S.	TOTAL Time during the Week.	Signature of Schoolmaster.

The penalties enacted in the 31st, 32d and other clauses, for offences generally committed against this Act, will of course be equally enforced.

Factory Inspector's Office, Manchester, 19 July 1834.

Additional REGULATION regarding CERTIFICATES.

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COMPLAINTS having been made that on the changes of children and young persons which occur in mills, many are employed without certificates, to the serious inconvenience and prejudice of those who, in this respect, strictly observe the existing law: the Inspector begs to refer to the advertisement of the 11th of February last, published in the *Manchester Guardian*, of the 15th following, whereby it was notified that, pursuant to the 30th section of the Factories Act, servants in mills would be held personally responsible for offences committed by them, without the privity of the masters, of which the masters were accordingly required to give their servants due notice in writing; and as the employment of children without certificates is understood to be the act of such servants, (which, however, it should be the business of masters carefully to disallow,) it is hereby further required, that each overlooker or other proper officer in a mill, be ordered to keep a book to record the changes as they occur of children and young persons employed in mills, according to the following form

Number of the Room, Wheels or Looms, or Carder's, Spinner's or Weaver's Name.

1.	2.	3.	4.	5.	6.
Date of Certificate or of Employment.	Names of Children and Young Persons.	When Certificate Received.	Age.	Where worked last.	Date of Leaving present Employment.

N. B. In the preceding table, column 1 will not only show the date of arrival of a new comer, by his or her certificate, but likewise that of a change from one room or one wheel to another in the same mill; whilst column 5, by showing whence the hand came from, will indicate whether a new certificate be or be not required.

Every carder, overlooker or other proper officer in a mill, who has the superintendence of a room, or a given number of cards, or wheels or looms, should be provided with one of these books, so ruled that each carder, spinner or weaver, having a certain number of children or young persons under him, may, with the said children, be included in a distinct or separate page. The observance of this form will be a convenience to the person keeping the book, who may thus, once in every week, easily and quickly ascertain the changes which occur; and correct, at the same time, any attempt to employ uncertificated children. It will also facilitate reference to the names of the children, and their places of employment, when such may be necessary.

Managers in mills are required to superintend the due keeping and authenticity of this book; which must, moreover, be always held in readiness for the examination of the Inspector, his superintendent, or such other person as he, the Inspector, is empowered to call to his aid in inquiries of this nature.

R. Rickards, Inspector.

Appendix to
Report of
R. Rickards, Esq.

LETTER from Mr. James Harrison to R. Richards, Esq.

Sir,

20 August 1834.

In reply to your inquiries, I beg to state that I have examined the young persons employed in the following mills in Preston and its vicinity.

Name of the Factory.	F I R M.	Under 18.	Under 11.	Males.	Females.
In the Township of Preston :					
Yard Factory - - - }	Horrockses, Miller & Co.	370	0	169	201
Frenchwood ditto - - }					
Old Cock-yard - - -	Joseph Walker - - -	9	0	2	7
Royal Sovereign - - -	John Green - - -	8	0	5	3
Voce's Mill - - -	Bleasdale's Executors - - -	87	4	59	28
Lord's Factory - - -	Ainsworth & Sons - - -	132	16	62	70
Turk's Head-yard - - -	Horrockses, Jacson & Co. - - -	45	0	30	15
Park-lane Mill - - -	Cutterall & Sons - - -	150	0	68	82
	Sleddon & Son - - -	130	0	60	70
Brunswick-place - - -	Stephenson & Co. - - -	49	2	18	31
		980	22	473	507
In the Township of Fishwick :					
Fishwick Mill - - -	Swainson, Birley & Co. - - -	433	0	177	256
Ditto - - -	— Riley - - -	95	0	44	51
		528	0	221	307
In the Parish of Walton-le-dale :					
Morris Mill - - -	— Levisay - - -	58	6	23	35
In the Parish of Houghton :					
Houghton Bottoms - - -	— Levisay - - -	51	11	23	28
Ditto - - -	Barkers & Co. - - -	39	5	23	16
		90	16	46	44
TOTAL - - -		1,656	44	763	893

Of the 1,656 young persons whom I have examined; 952 are employed in spinning-rooms, 468 in carding-rooms, 128 at power-looms, and 108 in winding, skewering cops, &c.

I have ascertained the height and the circumference of the upper part of the chest of 1,270 of these young persons, and have formed the following table as the result of my investigation. The examination was made with considerable care, and may be therefore relied on as accurate :

A G E.	Number Examined.	Average Stature.	Average Circumference.	Tallest Examined.	Lowest Examined.	Greatest in Circumference.	Smallest in Circumference.
		Ft. In.	Inches.	Ft. In.	Ft. In.	Inches.	Inches.
11-12	210	4 2 $\frac{3}{4}$	25 $\frac{1}{2}$	4 11	3 10 $\frac{1}{2}$	30	22
12-13	203	4 5	26	5 0	3 11	29	21
13-14	192	4 6 $\frac{1}{2}$	26	5 3	4 0	32	23
14-15	197	4 7	26 $\frac{1}{2}$	5 3	4 0	32	21
15-16	186	4 10	27 $\frac{1}{4}$	5 6	4 1	32	23
16-17	131	5 0 $\frac{3}{4}$	28	5 7	4 4	34	24
17-18	151	5 0 $\frac{3}{4}$	27 $\frac{1}{2}$	5 7	4 3 $\frac{1}{2}$	34	23

From the table we may form a pretty correct standard of the appearance of children of the respective ages mentioned in the Factory Regulation Bill, no child less in stature than 3 feet 10 $\frac{1}{2}$ inches, and in circumference than 21 inches, can be regarded as presenting the appearance of a child above 11 years of age; for out of 1,270 children of that age and above, only one or two were found of these dimensions; no child lower than 3 feet 11 inches, and less in circumference than 21 inches, can be regarded as of the appearance of a child of 12 years old; and none lower than 4 feet, and less than 21 inches in circumference, can be regarded as of the appearance of 13 years of age. The ordinary appearance, of course, must be

be regarded as the average size, but as there are necessarily many under the average, who are really of the specified ages, it is obvious that considerable latitude must be allowed.

From this table it will also be perceived that the growth in the children examined, is the most remarkable betwixt the ages of 14 and 16 years, while in the two following years the dimensions of the body do not seem materially to have increased.

It might have been interesting, and would have set at rest the question as to the effect of factory labour over the growth of young persons, if this table could have been contrasted with one formed from persons of the same ages engaged in other occupations. At present I do not possess sufficient data on which to found an opinion. With regard to the dimensions of the chest, I am disposed to think they will be found less than in children employed in other kinds of labour, but this circumstance I believe to be owing rather to factory labour requiring little muscular effort, than to any injury inflicted on the respiratory organs; above 14 years of age the results of my measurements of the chest cannot be relied on, as the protuberance of the breasts of the females obliged me to take the girth in them below the mammæ. If the males were taken separately the result would be more satisfactory.

The average age of the persons under 18 years old, employed in the factories which I have examined, will be betwixt 13 and 14 years, and the average time, during which they have been employed in mills, is betwixt three and four years, so that the average age at which they began to work in a factory is about 10 years.

I have made very particular inquiries respecting the health of every child whom I have examined, and I find that the average annual sickness of each child is not more than four days; at least that not more than four days on an average are lost by each child in a year in consequence of sickness. This includes disorders of every kind, for the most part induced by causes wholly unconnected with factory labour. I have been not a little surprised to find so little sickness which can be fairly attributed to mill-work. Some of the children complained of having suffered a little when first they came to a factory, from slight febrile symptoms, accompanied with loss of appetite and pain in the bowels, but these symptoms appear to be very transient, and generally so trifling as not to disable the child from continuing at his work.

The doffers in the throstle-spinning rooms, in consequence of kneeling when first they begin to work, often suffer a little from synovitis, or a slight inflammation of the knee-joint excited by friction and pressure, but I have not met with a single instance of any permanent injury being sustained from this cause.

I have met with very few children who have suffered from injuries occasioned by machinery, and the protection, especially in new factories, is now so complete, that accidents will I doubt not speedily become very rare. It has been asserted that employment in factories has a tendency to produce contortions, to injure the planter-arch of the foot, and occasion other physical deformities, but after the most careful investigation, I am bound to pronounce this assertion wholly unfounded. Persons, who entertain such notions, must be entirely unacquainted with the nature of the employment they condemn, for that employment requires very varied motions of the body, and by no means fixes the body in an unnatural position.

I have not met with a single instance, out of 1,656 children whom I have examined, of deformity that is referable to factory labour. It must be admitted that factory children do not present the same blooming robust appearance as is witnessed among children who labour in the open air, but I question if they are not more exempt from acute diseases, and do not, on an average, suffer less sickness than those who are regarded as having more healthy employments. If factory children were as well fed and clad as other children, and if their abodes were as cleanly and as well ventilated as those of children employed in other branches of labour, I believe that few employments would be found equally healthy.

I have instituted an inquiry into the state of health of children employed in the different departments of cotton-mills, and I find that the spinning is the most unhealthy, the carding the next, and the weaving the most healthy. In some factories the carding department exhibits a higher state of health than even the weaving (as will be seen when I give a few particulars of individual factories), a circumstance for which I was wholly unprepared, and for which I am at present unable to account. There is by far the most fluke in the carding-rooms, and the children generally look paler than those employed in weaving and spinning-rooms, but still the sickness in these rooms is small.

I have also made some inquiries as to the earnings of the factory children, the result of which I will transmit to you, if you should wish it.

Yard and Frenchwood Factories; Horrockses, Miller & Co.

In these two mills, 370 certificates have been given.

117	to children of 11 years of age.
67	- ditto - 12 - ditto.
45	- ditto - 13 - ditto.
141	- ditto above 13 - ditto.

370

Of these 169 are males and 201 females.

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Report of
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20 August 1834.

Of 280 who were particularly examined,

58 were employed at the power looms.

9	ditto	-	in drawing in the ends of warps.
12	ditto	-	in ducking and skewering cops.
18	ditto	-	in winding.
80	ditto	-	in piecing for spinners.
22	ditto	-	in bobbing and roving putting in.
81	ditto	-	in the carding rooms.

280

The average age at which 283 of the children in these works entered the factory, is 10 years and two months; of these, 73 entered before they were nine years of age, 48 at eight years old, 19 at seven years, five at six years, and one at five years old. The average length of time these 283 persons have been employed in a factory, is about three and a half years (three years, five months); and the average annual time which they have been unable to work from sickness, is little more than three and a half days, deducting a few cases in which sickness was protracted from fevers, scrofula, &c. to six and 12 months, the average annual illness would be considerably diminished. Out of 283, 103 have had no sickness since they were first employed in a factory.

Of 33 weavers, the average annual sickness has been - - 3 $\frac{1}{2}$ days.

93 children employed in the spinning-rooms - - - 3 $\frac{3}{4}$ -

74 ditto - ditto - - carding-rooms - - - 3 $\frac{3}{4}$ -

Of 35 children employed one year and under, the average period of sickness does not exceed one day.

Of 25 employed 2 years, the average annual sickness has been - 5 days.

39	ditto	3	-	-	ditto	-	-	ditto	-	-	-	2 $\frac{1}{2}$ -
26	ditto	4	-	-	ditto	-	-	ditto	-	-	-	4 -
31	ditto	5	-	-	ditto	-	-	ditto	-	-	-	5 -
27	ditto	6	-	-	ditto	-	-	ditto	-	-	-	5 -
14	ditto	7	-	-	ditto	-	-	ditto	-	-	-	3 -
6	ditto	8	-	-	ditto	-	-	ditto	-	-	-	12 $\frac{3}{4}$ -
6	ditto	9	-	-	ditto	-	-	ditto	-	-	-	2 -
1	ditto	11	years,	7	days	sickness	in	the	whole	time.		

The average of those employed five, six and eight years is large, owing to one or two protracted cases.

The health of the Frenchwood factory children has been extraordinary, for out of 40 children I find 23, or more than one-half, have had no sickness, and that the average annual sickness has been little more than one and a quarter day. The regulations which the benevolent proprietors of these mills have adopted, are such as to call for our warmest approval; nothing seems to be neglected in these mills that can conduce to the health and happiness of the work-people, and nothing is enforced that can create dissatisfaction. The factories are not crowded with machinery, the rooms are well ventilated and kept delightfully clean; no rigorous system of fines is adopted, and the money which is collected from necessary fines is distributed in rewards. This is a practice marked by the soundest policy, calculated at once to prevent negligence and disorder, and to encourage attention and industry. I am sorry to understand that a very opposite system is pursued in some mills in this town. In the Yard factory troughs are provided for the children to wash themselves in, and hollow iron shelves heated by steam are placed to warm the food of such as come from a distance, and prefer dining on the premises to going elsewhere. Tea is also prepared by a woman paid for the purpose, the expense of which is repaid by those who take advantage of the convenience. The work-people provide their own articles, and the cost of water, preparation, &c. does not exceed one halfpenny in the fortnight for each individual.

Bleasdale's Executors' Mill.

In this mill 87 persons under 18 years of age are employed, of whom 59 are males and 28 females; four are under 11 years old, and 83 above. The average annual sickness for each young person is only two days; in the carding-rooms little more than 1 $\frac{1}{2}$ day, of an average of 22 persons, 13 of whom have had no sickness.

In the spinning-rooms the average annual sickness is about 2 $\frac{1}{4}$ th days on an average of 65 persons, of whom 35 have had no sickness.

The average time the 87 young persons have been employed in a mill is about four years, and the average age is about 13 $\frac{1}{4}$ years, so that the average age at which they went to a mill is 9 $\frac{1}{4}$ years.

Lord's Factory; T. Ainsworth & Sons.

In this factory 132 under 18 years of age are employed; 16 under 11 years, and 116 above. Of the 132, 62 are males and 70 females.

The average age of those under 18 years is little more than 12 $\frac{1}{2}$ years. The average age at which they came to a factory is 9 $\frac{1}{2}$ years, and the average time they have been employed is three years and four months. The average annual sickness in this mill has been 7 $\frac{1}{2}$ days, but one has been sick two years, and another one year, and if these be deducted, the average annual sickness will be reduced to five days.

Of

Of 93 young persons employed in the spinning-rooms, the average period they have worked in a mill is three years and five months; and the average annual sickness about eight days, but these include the two protracted cases, which, being deducted, would leave the sickness $4\frac{1}{2}$ days per annum for each person. Of 39, employed in the carding-rooms, the average period of employment is $3\frac{1}{4}$ years, and the average annual sickness is $7\frac{1}{4}$ days.

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20 August 1834.

Horrocks, Jacson & Co.'s Mill, Turk's Head Yard.

In this mill there are 45 persons under 18 years of age; none are under 11 years old; of these 45, 30 are males and 15 females.

The average age at which they began to work in a factory is 10 years. The average period during which they have been employed is three years and six months; and the average annual rate of sickness is $2\frac{1}{4}$ days; 22 have had no sickness; the average time the 14 employed in the carding-room have worked is $4\frac{1}{4}$ years, and yet the average annual sickness in that room is only $1\frac{1}{4}$ day.

Of 31, employed in the spinning-rooms, who have worked in a factory on an average about three years, the average annual sickness is little more than three days.

The card-room in this mill is furnished with a fan for the purpose of ventilation; this contrivance effectually keeps the room free from fluke, and promotes a healthy circulation of air. The high state of health of the persons who work in the room, and the small average annual sickness, strongly attest the advantage of such a means of promoting free circulation of air. The expense, however, is considerable, as I understand it requires a horse-power to drive the flue.

Park-lane Mill; Cutterall & Sons.

One hundred and fifty persons, between the ages of 11 and 18, are employed in this mill; of whom 68 are males and 82 females. The average age of these employed here is nearly $13\frac{3}{4}$ years; the average age at which they began to work in a mill is about nine years and seven months, and the average period during which they have been so employed is about four years and one month; the average annual sickness is $4\frac{1}{2}$ days, and 58 out of 150, have had no sickness since they began to work at factory labour.

Of 25 throstle-spinners and 16 doffers, the average annual sickness is	-	$3\frac{1}{2}$ days.
58 employed in the mule spinning-rooms	- ditto - - -	$5\frac{1}{2}$ -
53 ditto - - carding-rooms	- ditto - - -	$4\frac{1}{2}$ -

Sleddon & Son's Mill, Park-lane.

One hundred and thirty six persons, between 11 and 18, are employed in this mill; of whom 74 are males and 62 females. The average age of these 136 persons is about 13 years and five months; the average age at which they came to a factory is 10 years, and the average period during which they have been employed is about three years and five months; the average annual sickness is $2\frac{1}{2}$ days, but if we deduct one case of sickness, protracted for $1\frac{1}{2}$ year, the average annual sickness does not reach $1\frac{1}{4}$ day.

Of 45 employed in the throstle-rooms, they have worked on an average of $3\frac{1}{4}$ years, and have had $5\frac{1}{4}$ days average annual sickness; but deducting the protracted case of $1\frac{1}{2}$ year, the period will scarce exceed one day per year; of these 45, 14 have had no illness since they went to a mill.

Forty-four have worked in the carding-rooms on an average $3\frac{1}{2}$ years, and the annual sickness averages $2\frac{1}{2}$ days; of these 44, 28 have had no sickness.

Forty-one employed in the mule-rooms, give $3\frac{3}{4}$ years as the average of their period of working in a mill, and the annual sickness averages little more than $\frac{3}{4}$ day.

This mill stands on an airy elevated situation, at the north-side of the town; one side of it fronts the sea, and the other the open country. This circumstance may account in part for its healthiness.

Green's factory contains only eight persons to whom I have given certificates, and they are all above 11 years old. The card-room is the only part of this mill which I have seen, and in it the air is so loaded with fluke from the dustiness of the cotton, and the want of ventilation, that it is difficult for a person unaccustomed to it to respire.

Stephenson & Lambert's factory contains 49 persons under 18 years of age, only two of whom are under 11.

Walker's is a small linen factory containing only nine persons between 11 and 18 years of age.

Mr. Riley's Factory, Fishwick.

Ninety-five persons in this mill have obtained certificates, of whom 44 are males and 51 females. The average annual sickness in this mill is $2\frac{3}{4}$ days. Of 29 persons employed in the carding-room, the average annual sickness is $3\frac{1}{4}$ days; 10 of whom have had no sickness since they came to a mill. Of 46 who work in the spinning-rooms, the average annual sickness is two days; 18 of whom have had no sickness since they were first employed. Of 17 weavers, the average annual sickness is $2\frac{1}{2}$ days; five of whom have had no sickness since their first employment in a factory.

The average length of time the young persons under 18 years of age have worked in a mill is nearly $4\frac{1}{4}$ years. The average age at which they began to work in a factory is $9\frac{1}{2}$ years.

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Report of
R. Rickards, Esq.
24 December 1833.

Swainson, Birley & Co.'s Mill, Fishwick.

In this mill, I understand there are about 1,200 persons employed. I have given certificates to 433, between 11 and 18 years of age; none are employed under 11; of these 433, 117 are males and 256 females; 302 are between the ages of 13 and 18; 69 between the ages of 12 and 13; and 62 between 11 and 12.

In what Department employed.	Number.	Between 13 & 18.	Between 12 & 13.	Between 11 & 12.
Carding-rooms - - - - -	118	83	16	19
Piecers, roving and bobbing putters in -	85	51	16	18
Throstle-spinners - - - - -	96	66	25	5
Doffers - - - - -	10	6	1	3
Weavers - - - - -	55	55	-	-
Other departments - - - - -	69	-	-	-

The average age of young persons, whom I have examined in this mill, is about 14 years (14 years and one month); the average period, during which they have been employed in a mill, is nearly four years (three years and 10 months); so that the average age, at which they began to work in a mill, would be 10 years; of the 433, 63 began to work in a factory before they were nine years old; of these, 48 began to work when they were between eight and nine years old; 13, when between seven and eight years old; and two between six and seven years old; 60 children in this mill have worked less than a year in a mill.

Of these 60,

43 have had no sickness.	
1 has lost through sickness - - - - -	$\frac{1}{4}$ day.
3 have ditto - ditto - - - - -	$\frac{1}{2}$ -
1 has ditto - ditto - - - - -	$\frac{3}{4}$ -
3 have ditto - ditto - - - - -	1 -
1 has ditto - ditto - - - - -	$1\frac{1}{2}$ -
3 have ditto - ditto - - - - -	3 -
2 ditto ditto - ditto - - - - -	4 -
1 has ditto - ditto - - - - -	6 -
4 have ditto - ditto - - - - -	7 -
1 has ditto - ditto - - - - -	9 -
1 ditto ditto - ditto - - - - -	10 -
3 have ditto - ditto - - - - -	14 -
2 ditto ditto - ditto - - - - -	28 -
1 has ditto - ditto - - - - -	42 -

averaging $4\frac{1}{2}$ days each.

Sixty have been employed between one and two years, and of them 29 have never lost any time through sickness; the average rate of sickness among these 60 is seven days, or $3\frac{1}{2}$ days per annum. 60 have been employed between two and three years; of these, 18 have had no sickness, and the average period of sickness is 24 days, or eight days per annum. This average is very high, owing to four cases of protracted diseases occurring amongst the number, which diseases are not attributable to the nature of the children's employment.

Sixty-six have been employed between three and four years; of these, 18 have had no sickness in that period; the average sickness is $16\frac{1}{2}$ days, or about four days per annum; among this number occurs one case of disease protracted for one year, and another for half a year.

Fifty-four have been employed between four and five years; of these, nine have had no illness; the average period of sickness among these is $19\frac{1}{2}$ days, or about four days per annum. 39 have been employed between five and six years; of these, eight have had no illness; the average period of sickness of these persons is $17\frac{1}{2}$ days, or less than three days per annum. 30 have been employed between six and seven years; of whom four have had no illness; the average time lost by sickness among them is $30\frac{1}{2}$ days, or about $4\frac{1}{2}$ days per annum. This average is greatly increased by two cases, one of 168 days duration, and another which lasted for half a year.

Twenty have been employed between seven and eight years; of whom three have had no sickness. The average period lost is $58\frac{3}{4}$ days, but one case must be deducted, as the person was sick for two years; this will leave the average $21\frac{3}{4}$ days, or less than $2\frac{3}{4}$ days per annum.

Nine have been employed nearly nine years; of whom one has never suffered from sickness. The nine average $8\frac{1}{2}$ days each, or less than one day per annum.

Three have been employed 10 years, averaging 59 days sickness, or $5\frac{3}{4}$ days per annum; one has been employed 11 years, and has had 14 days sickness, or about $1\frac{1}{4}$ day per annum; one has been employed 12 years, and has had seven days sickness, or little more than half a day per annum.

The

The average annual sickness, according to the period the persons have respectively been employed, will stand

1 year, 4 $\frac{1}{2}$ days.	5 years, 4 days.	9 years, 1 day.
2 years, 3 $\frac{1}{2}$ days.	6 years, 3 days.	10 years, 5 $\frac{3}{4}$ days.
3 years, 8 days.	7 years, 4 $\frac{1}{2}$ days.	11 years, 1 $\frac{1}{2}$ day.
4 years, 4 days.	8 years, 2 $\frac{3}{4}$ days.	12 years, $\frac{1}{2}$ day.

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20 August 1834.

I am aware that the latter averages are formed from data too scanty to justify a decided conclusion, but, so far as they go, they by no means establish the position that some would assume, that factory labour is very injurious, if not incompatible with health. To establish this position, it would be necessary to show that disease increases with the duration of labour; the reverse appears to be the truth, if any reliance can be placed on the evidence which I have adduced, for the accuracy of which I pledge myself, as far as a careful investigation can justify.

Of the 1,656 young persons to whom I have given certificates, 646 or $\frac{3}{5}$ ths are under 13 years of age, so that if no child under 13 were now allowed to work more than 48 hours a week, it is obvious that the machinery could only run that length of time, unless (as is very improbable) a very considerable immigration from the country were to take place. If fresh capital continue to be invested in factories as heretofore, there will be no alternative, but either to work the short time, or to offer such wages as will bring a great afflux of persons from other employments, when the period arrives, fixed by the Factory Regulation Bill, for the restriction of children under 13 years old to 48 hours per week. Provided no more capital should be so invested, it may be possible to continue to work the mills 69 hours per week, although even then some difficulty would be experienced in procuring fresh hands to fill up the deficiency which will necessarily arise from deaths, and probably from many now working in the mills changing their employment.

As these statements have been protracted to a length which I fear you will deem tedious, I must forbear at present to say more.

I have, &c.

(signed) *James Harrison.*

21 June 1834.

To *R. Rickards, Esq.*

P. S. There is one factory situated in Water-street, and now in the possession, I believe, of Mr. John Swainson, which I have not examined, owing to a request having been made that I would delay my examination, as the factory was expected shortly to be disposed of.

REPORT OF ROBERT J. SAUNDERS, ESQ.

Whitehall-yard, 28 December 1833.

THE District originally assigned to me consisted of the 22 eastern counties of England to the southward of Yorkshire.

Report of
R. J. Saunders, Esq.

28 December 1833.

At a subsequent date I was instructed to visit a part of the county of Chester, including the silk district in the towns and neighbourhood of Macclesfield, Congleton and Sandbach.

The northern hundred of Derbyshire, containing several spinning mills intimately connected with the market and cotton district of Manchester and Stockport, I refrained from visiting at the suggestion of Mr. Rickards, who was enabled with more effect and convenience to communicate with the owners and occupiers of those mills while at Manchester.

I endeavoured so far as time and opportunity allowed me to communicate personally with the principal manufacturers, both as to number and property, in the whole of this district. I effected this in towns by requesting the attendance of all interested at some appointed place, and by calling as I was best able at all isolated and detached mills in my journeys from town to town.

The largest portion of mills thus brought within my notice are employed in "throwing silk;" that is, preparing the raw material for the purposes of the hosiery or weaving trade. Some factories contain power-looms for the manufacture of crape, and others hand-looms for pied goods and ribbons.

Macclesfield, Congleton, Derby and Sandbach contain the largest number of such mills congregated together. A very considerable number however of silk-throwsters establishments are scattered over several of the other counties I have visited; often a single mill in one town, and seldom more than two together even in populous places.

The counties of Nottingham and Derby, and the part of Cheshire which I visited, contain several cotton factories, among them a few spinning mills of

Report of
R. J. Saunders, Esq.

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considerable size, and some of them more than usually interesting from the exemplary manner in which they are conducted; but the larger number employed on cotton consist of doubling-mills, wherein the finest quality of yarn spun at Manchester is doubled and prepared for manufacturing into lace.

In Leicester the principal occupation is the preparing of short and long wool for the hosiery and glove trade. At Witney the mills are exclusively employed in spinning wool for weaving into blankets.

The several branches above alluded to are also carried on in isolated mills in various parts of this district.

As it is evident from several sections of the Statute, with reference to which these remarks are now made, that it was intended to place the children employed in silk-mills on a different footing from those employed in other trades, I will proceed in the first instance to allude to the difficulties which have arisen in the legal construction of the clauses so intended to affect them.

Clause 7 excepts silk mills from the restriction of only employing children who have completed their ninth year. This clause comes into operation on the 1st January.

Clause 11 positively enacts, without any exception in favour of silk mills, that after six months from passing the Act, no child shall be employed in *any* factory or mills without a certificate that it is of the ordinary strength and appearance of a child of nine years.

It is important here to observe, that as this section does not come into operation at the same period with the 8th, consequently their united effect may be construed as only to give this advantage to silk manufacturers for the limited period of six weeks or at most two months.

These difficulties were removed by an Act passed in the present Session of Parliament, which received the Royal Assent on 20 Feb. 1834.

The next difficulty arises from the vague manner in which the labour of children in silk mills is provided for in section 8, inasmuch as the words "ten hours in any one day," cannot be considered of equal weight with "ten hours in every day," which there is no doubt it was intended by the framers of that clause to allow. The difficulty in construing this clause favourably to the silk manufacturer is increased from the former part of the clause containing a weekly restriction of 48 hours, even though it provides that in other factories children may work "nine hours in any one day," but which clearly does not mean "nine hours in every day, or 54 hours weekly."

I have had some opportunities of hearing opinions expressed on this subject by lawyers, who must naturally have been biased in favour of the silk manufacturer both in Macclesfield and Congleton; but they have almost invariably decided against any construction which would allow these children to be employed more than 48 hours weekly, but "at the rate of 10 hours in any one day," as cotton factories may for "nine hours in any one day."

Again, if the legal construction of this clause enabled a silk-manufacturer to work his children more than 48 hours weekly, the education of those children could no longer be enforced, as clauses 20 and 21 distinctly include only those restricted to 48 hours weekly labour.

I do not understand that any doubt exists of its having been the intention both to allow 60 hours weekly labour to children in silk mills; and also to allow of the employment of children below nine years of age; still the doubtful manner in which each of these cases would be construed by any magistrate, before whom an informer might institute proceedings for obtaining a penalty, is a matter of much apprehension among a large body of the trade; especially as no appeal against any conviction is allowed. A decided opinion from the law-officers of the Crown, if in favour of the silk manufacturer, would tend much to relieve his anxiety, and would most probably influence any magistrate who might be called on to decide, should such opinion not altogether prevent the informer from entertaining a hope of conviction.

I have alluded at more length than I at first intended to this subject, from the earnest and anxious manner in which I continue to be referred to for some legal decision upon it.

At Macclesfield, this particular matter formed the subject of repeated conference and deliberate consideration; and the result was communicated to me as follows: "The committee intend to recommend the trade to employ children 10 hours every day, but to enforce, as far as possible, the production of school-tickets." This decision was principally grounded on the hope, by thus construing both sections 8 and 20 in the manner the committee considered it

it was the intention of the Legislature to enact them, that even if convicted of an offence against section 8, the magistrates would not inflict any penalty, but discharge the person complained against, as not having been wilfully or grossly negligent; *see* section 31.

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This decision appeared to me the most satisfactory that could be adopted, and I lost no opportunity of explaining its principles and application whenever I was referred to; but I have within the last few days received a letter from the chairman of the Macclesfield committee, informing me that it is understood a decided opinion had been expressed at Manchester, under the sanction of the Right Honorable P. Thomson, that it was never intended children employed in silk mills should be educated. The authority under which this opinion has been expressed, will most probably alter the decision of the committee, so far as regards the mills in Macclesfield; while other silk manufacturers, influenced by the first resolution of the Macclesfield trade, and not acquainted with this alteration, may continue to attempt the school arrangement; and yet, under these different modes of proceeding, the Inspector cannot satisfactorily recommend or authorize any uniform proceeding, unless supported by the authority of a legal opinion.

The next important doubt that has been submitted to me, is with regard to the proper legal interpretation in clause 1, of the words "other mechanical power." I had previously been induced to consider machinery, whose first propelling power was animal labour, as not subject to the provisions of the Act. Many cases have however occurred in my tour, where from 10 to 30 children are employed on machines decidedly propelled by mechanical means, such as wheels, shafts, &c. &c. the first moving-power being however that of a horse or man. If this doubt should be submitted to His Majesty's law-officers, and their opinion be that the words "other mechanical power" must be considered as applicable only to the first moving-power, then I have no hesitation in stating that it will occasionally operate to the inconvenience and injury of the power manufacturer, and act as a premium to the continuance of establishments, wherein children may be subject to excessive labour.

In sections 1, 7 and 8, persons employed in the manufacture of lace and silk, are either excluded from the operation of the Act, or the respective provisions materially altered in their behalf. These distinctions in favour of two branches of trade, without (in the opinions of the other branches) any sufficient reason being assigned for it, has caused considerable dissatisfaction, is considered very invidious, and must inevitably, when either of these trades is in operation in the same town with others subject to the whole restriction, work very much to the injury of the latter. These connexions of the two trades occur so frequently in the district I have visited, that I have been strenuously urged not to omit some allusion to it in an early Report, even though there should be no opportunity at present of remedying the evil. If the silk children are not to be subject to the education clause, this injury and dissatisfaction must be materially increased.

This subject which seems surrounded by the greatest difficulties, is the education of the younger children.

In my first visit to several towns and factories, I had reason to hope that a plan of forming schools for this particular purpose would be adopted, and that the younger children would not be discharged, but information, since received, assures me the various details and regulations required for the satisfactory formation of such establishments, and the many difficulties to which the manufacturer may be subject by the failure of his attempt to secure the regular attendance of the children at the school, and the consequent penalty on him should he employ them the subsequent week, will, in every case, where it is practicable, oblige him to adopt the simpler course of employing none under the restricted age; and this system has already begun to be acted upon.

I directed my attention particularly to the subject of education, with reference to the facilities for attaining this object through the medium of established schools; and there did not appear to me to be any at present established, which can be considered applicable under the new system to the education of the factory children. Those now in operation for the gratuitous education of the lower orders, require the constant attendance of the scholars for several hours

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during the day ; nor is it probable, from what I could learn, that the managers or directors would approve of any alteration in their rules, which must at first be considered only experimental.

Sunday-schools are of course open to all factory-children, as well as others, and these are established in every town on a considerable scale, and are regularly and fully attended. The manner in which they are supported, and the advantage they afford to children of the lower classes, deservedly entitle all connected with them to every possible approbation and encouragement. In Macclesfield, out of 2,000 children not exceeding 11 years of age, employed in silk-factories, nearly 1,900 attend Sunday-schools. In Congleton nearly the same proportion, and though I did not always require similar returns ; yet I am induced to believe the same result would present itself in all other towns and many villages.

I have every reason to feel convinced no great difficulty would arise in large towns from the want of school-room, as the use of the buildings now occupied on Sundays might, at any rate for some time, be obtained without much expense ; but even in such situations, some pecuniary assistance would be required beyond the authorized deduction of 1 *d.* allowed by the Act, and sufficient legal power of enforcing any regulations that may be adopted before such schools can be advantageously or systematically formed ; but if once they were established under a proper qualified master, upon whom the Inspector might with confidence throw the responsibility of keeping proper certificates and vouchers of attendance, and providing for the occasional absence or truancy of children, very many of the alleged difficulties might be overcome.

I visited several schools established by individuals and for evening instruction, and others, technically known as "Dames Schools." These are the only places to which parents will at first be able to send their children, and while I am perfectly prepared to allow that some I visited were conducted by persons who might be qualified for the task they have undertaken, and whose vouchers and tickets might be depended on as just evidence of the attendance of the children at school, yet in most cases I cannot but express my suspicion that the benefit to the child would be doubtful, and an arrangement between the parent and schoolmaster would often lead to an extensive system of false certificates.

Not having within my district any town wherein the young children are to any considerable extent employed in factories subject to the restriction of 48 hours weekly labour, I am not so well prepared, as Mr. Rickards and Mr. Horner may be, to give an opinion of what may be the general effect of the relay system. I cannot anticipate much difficulty or inconvenience in Leicester or Nottingham on this subject, nor in many of the other smaller towns, as Mansfield, Witney, Loughborough, Market Harborough, &c. ; but I am fearful in some isolated and detached factories, where the present supply of hands is drawn from surrounding villages and hamlets, it may be attended with great and serious inconvenience. These are also the situations where the greatest difficulties will arise in securing the attendance of the children at schools, unless established on the premises of the manufacturer.

Where all the young children cannot be discharged, and where their regular attendance at school cannot be enforced, some manufacturers, it is feared, may evade the Act, either under a principle of fraud and deceit as above alluded to, and very difficult to be discovered to conviction, or (as was openly avowed to me by some considerable manufacturers,) by requiring the persons employed under them to guarantee the payment of penalties, knowing that under sections 35 and 43, combined with the difficulties of legal conviction, the enforcement of heavy penalties would not be frequent, and not to be put into competition with the advantages arising from unrestricted labour in large and extensive factories.

The appointment of mill-wardens is a matter which has been repeatedly alluded to by the manufacturers as one of considerable anxiety to them. The description of persons to be selected and the duties and powers which may be delegated to them are naturally questions of much interest. I have not hesitated confidently to assure them that every possible attention will be paid to these points with a desire to render those officers as little obnoxious as possible, and that I considered they might on the other hand, by proper regulation, be materially

materially assistant in forwarding the interests of all those who carefully and punctually adhered to the provisions of the Statute, by securing to the Inspector early information of all those who disregarded the law. I am willing to hope I have generally succeeded, if not in allaying, yet in calming the apprehensions entertained on this subject. I must here add that few points have been more forcibly pressed on my attention than the necessity of the Inspector using his best endeavours to procure uniformity of proceeding in each trade, and the greatest advantages are anticipated in effecting this point from the principle of responsible officers being appointed to secure the due enforcement of the law; both master and operative agree in this and admit that without the assistance of some such local subordinate officer, the four Inspectors can never obtain sufficiently accurate knowledge of many cases of wilful or careless violation of the law.

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These and other considerations make it highly desirable that some decision should be early formed on the subject, and I am prepared within my district, whenever I am made acquainted with the views and intentions of Government as to the description of officers and salaries to be allowed them, to suggest their number and duties. I think it right to call attention to the great extent of country some of them must travel through in this district, and from what I have ascertained I am convinced that isolated and detached mills will oftener require as much if not more close inspection and attention than those in large towns, especially small and inconsiderable ones.

Among other matters which must early receive some decision, is the mode in which the registers and certificates shall be kept in each factory. In this it is highly desirable to secure one general system. In my communications with the manufacturers on this subject I found many assume, as a matter of course, that they would be supplied with proper ruled and printed forms to be used for this purpose; others in alluding to it have urged the propriety of such a course of proceeding. Having had no authority on which to act, I have been obliged simply to state that it should receive consideration, and I would now submit to His Majesty's Government, whether it would not be reasonable to adopt these suggestions, at any rate on the first introduction of the system of registration. A comparatively small expense might be the means of allaying the angry feelings of many, and be received as an evidence of a conciliatory feeling on the part of Government and the Inspector towards the manufacturer.

I should be committing an act of great injustice towards the master manufacturers, if I close these remarks without some expression of the great satisfaction I have derived, and the advantages I have received, from the uniform courtesy and attention shown to me by them under every circumstance.

A readiness to afford me every information I required, and even to press on me a minute personal inspection of their factories, has been the prevailing and almost uniform conduct adopted towards me, even by those most strongly opposed to any interference whatever. Any explanation I have given, any suggestions I have offered, have been received with attention and good-will. Amidst the number I have had the pleasure of meeting, many have undoubtedly quitted me without being convinced by my arguments, or inclined freely and with alacrity to adopt the provisions of the Act. Some have not hesitated to express in a strong manner their opinions of the injustice and impolicy of any interference; but from a large majority I have received assurances on which I have great reliance of their determination to adhere to whatever the law may require, and though regretting and disapproving the mode in which the subject matter has been treated, yet viewing the necessity of some legislative interference, many consider that the Act, which has been passed, is in its general principle an improvement on any previously suggested, especially in not interfering directly with adult labour, and in restricting the hours of labour in young persons to 12 hours. The machinery (if I may adopt the term) by which the schooling is attempted to be enforced, is universally considered to be the great error of the Act, and its effect will render it impracticable, at any rate for general purposes, to employ such children, while the occasional absence of truancy of a child involves the master in a heavy penalty, either by losing the child's labour or for employing it illegally.

So far as my experience during the course of this tour may entitle me to form an opinion, I am certainly induced to hope that with some few modifications

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the Act may be brought into operation without any material inconvenience to either master or operative, provided it do not interfere with the foreign trade, on which point much dread is entertained; but on which I do not feel myself qualified to form any decisive opinion. Considerable advantage to all concerned must inevitably follow a more regular and uniform system than that heretofore acted on, even if it fall short of producing the full extent of moral and mental improvement in the lower classes, evidently contemplated by the framers of the measure.

The rules and regulations to be adopted shall be the subject of conference with my colleagues at the earliest possible period; but many of them are dependant on the decision which is to guide us on the legal doubts herein alluded to, and therefore cannot be completed till we receive that decision.

With some few exceptions, I have much satisfaction in stating that I found the mills and factories remarkably clean and apparently well regulated; and nothing came under my notice that could lead me to suppose that the operatives, whether adults, young persons or children, were unhealthy, or so severely oppressed by labour as has been strongly represented. Excessive heat in some branches of the cotton trade, and a careless disregard of proper ventilation (for which, in most cases, the operative himself is alone to blame), are evils which I should consider the most general.

(signed) Rob. J. Saunders.

FACTORIES REGULATION ACT.

3 & 4 Will. IV. c. 103.

REPORT made in pursuance of the 45th section of the above Act in respect of the District assigned by Viscount Melbourne to Robert J. Saunders, Esq. one of his Majesty's Inspectors of Factories, and which District includes all the Mills and Factories subject to the provisions of the said Act, in the following counties and parts of counties, viz.:

Beds.	Lincoln.
Berks.	Middlesex.
Bucks.	Norfolk.
Cambridge.	Northampton.
Cornwall.	Notts.
Derby, (except High Peak Hundred).	Oxford, (Part of.)
Devon.	Rutland.
Dorset.	Suffolk.
Essex.	Surrey.
Hants.	Sussex.
Herts.	Somerset, (Part of.)
Hunts.	Stafford, (Part of.)
Kent.	Wilts, (Part of.)
Leicester.	York, (Hull and its neighbourhood.)

My Lord,

Whitehall, 29 July 1834.

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IN pursuance of the instructions contained in the 45th section of the Factories Regulation Act, I have now the honour to submit to your Lordship a Report of my proceedings; of the state and condition of the Factories; of the children employed therein; and in what respect factories are conducted according to the directions of the above-named Act.

Previous to the month of February when the principal provisions of the Act came into operation, I was employed in collecting information and in conferring with my colleagues on our future proceedings.

The following are the principal matters which came under deliberation during these conferences, and the manner in which they were finally arranged.

1st. The determination of His Majesty's Government (as communicated to the Inspectors, and since carried into effect,) of submitting to Parliament a Bill explanatory of certain provisions of the Act, the legal construction of which appeared

appeared to be doubtful, or at variance with the original intention of the Legislature.

2d. The appointment by His Majesty's Secretary of State of one Superintendent to each district, in virtue of the 19th section of the Act.

3d. A new arrangement of the districts founded on the improved information respecting the situation and number of factories.

This was a matter of some difficulty, and was still deemed a subject which might again require consideration. The congregated mass of mills in some places, as in Lancashire and Yorkshire, and the scattered and isolated situations in which they are found in other parts of the country, together with the yet incomplete state of the register, prevented at that period any conclusive adjustment of this point.

4th. A more uniform and perfect understanding between the Inspectors on the subject of the best means of carrying the Act into effect.

This matter occupied long and anxious deliberations, influenced by the desire to make the proceedings of each Inspector as uniform as practicable, and which object has evidently been in a great measure attained.

Having completed these arrangements, I addressed a circular to every manufacturer then registered in my district, containing such rules and regulations as I considered indispensably necessary, a copy of which I have now the honour to enclose to your Lordship. See pp. 67, 68.

On the 3d of February I commenced my first tour of inspection by visiting the mills in Surrey and the neighbourhood of London, and thence through the counties of Northampton, Leicester, Stafford, Derby, Nottingham and Lincoln to Hull in Yorkshire, giving such previous notice of my intended visit as enabled every manufacturer and operative who desired it, to meet and confer with me. At these visits, I was urged by several mill-owners to suggest some forms of register in which the information required to be shown by the Act might be set forth; I accordingly prepared one which I transmitted to every mill-owner within my district.

I next prosecuted my tour through the remainder of my district, until I had completed my inspection of every mill or factory as then registered within it. I have subsequently again visited those in the counties of Lincoln, Nottingham, Leicester, Derby, Stafford, Kent and Middlesex.

The result of these several visits and conferences has been on the whole highly satisfactory, and it is gratifying to me to be able to report that I have found several mills in different parts of the country, which for a series of years have been conducted with every possible regard to the health and comfort of the persons employed therein. In some cases an active and anxious interest in the welfare of those employed has been evinced by the establishment of institutions and different regulations for the improvement of their moral and social condition, which have been productive of great advantage. Some of these institutions have in view the providing medical advice and medicines when ill, and occasionally pecuniary assistance during sickness. In every one of these cases which have come under my notice, as having had a full and fair trial, I have invariably received the most positive assurances that a mutual advantage has been derived from them to both employer and employed.

It is also an important feature in many of them, that the pecuniary affairs are arranged in a manner to give the parties, for whose immediate benefit it would appear to be adopted, the satisfaction of knowing that they have entitled themselves to it, by a moderate and equitable weekly or monthly payment, to which the manufacturer has contributed a proportion equivalent to the advantages he may receive, and such a system, I humbly conceive, is the most advantageous, as awakening and keeping alive a mutual feeling of good understanding, which cannot fail to advance the real interest of all concerned. I have had sufficient evidence to prove that in some few cases cotton mills have neglected to conform to the hours of labour hitherto regulated by law, and that other mills, not previously subject to legislative interference, have been employed working younger persons at night, and for longer hours during the day, than the Legislature has now deemed expedient.

It is also evident that due regard has not always hitherto been paid to cleanliness; there exist, however, so many practical proofs of the great advantages of systematic attention to this subject, that I earnestly trust soon to be enabled to report thereon more favourably.

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Of the health of the young persons and children employed in the several factories, I can as yet only report the result of my own observation unassisted by registers or medical opinions. I am, however, strongly of opinion that the effect of factory labour has been greatly exaggerated, and is not as injurious as it has been represented, or indeed so much so, as many other occupations not under legislative control.

It can scarcely be expected, that I should be enabled thus early to report that the several provisions of the Act are strictly and uniformly complied with in all factories, but, in most instances, I have found an anxiety to do so, as nearly as practicable on the part of the mill-owner, and this willingness becomes every day more apparent.

The joint Report which, with my colleagues, Mr. Horner and Mr. Howell, I have had the honour of submitting to your Lordship, will have explained the provisions of the Statute, to which I consider it most desirable to call your Lordship's particular attention, and enables me to confine my present observations to those matters which particularly affect my district, or have been made the subject of complaint or representation by the manufacturers with whom I have been brought into personal communication.

The exclusion of lace mills from the provisions of the Statute has been represented to me as very injurious and invidious towards the occupiers of those manufactories, which are situated in their immediate neighbourhood, and who have to compete for labour in the same market with others who may employ young persons and children by day and night without restriction, in similar occupations.

Night-work.

Several mills still continue to work their machinery during the night, and though I have had occasion to object to the employment of some persons found in one or two of them, yet, in the great majority of cases, the mill-owners have conformed to the Statute, and I have received assurances that the others will not again transgress. Alterations with regard to the ages of persons so employed have been suggested, and if any modification should be contemplated, I consider it should only be applied to males, or if any alteration is made relative to females, their qualified age should be rather higher than otherwise.

The night-work is limited chiefly to the following cases. In silk mills, the process of spinning or throwing which requires few hands. In cotton mills, where the proportion of machinery and power has long since been adapted to the preparation of certain processes by night, in which adults only are employed. In these mills any alteration of this system would now require either a reduction of the gross quantity of work thrown off, and a consequent reduction of hands, with a loss of the use of parts of the machinery, or the erection of new buildings and power, which the present state of trade will not encourage or sanction. Some few mills are employed at night in preparing lace-thread when the demand is active, but the slackness of that trade lately has induced some, at least for the present, to abandon it. Other causes may occasionally occur in order to meet any large or sudden order, in any description of manufacture, but I am not informed of any habitual factory night-work beyond those above enumerated.

The Enactments regarding Ages and Hours of Labour.

With very few exceptions these may be considered, so far as at present enacted, as duly complied with throughout the whole district. The greatest unwillingness to comply with those clauses I have found to arise from the apprehension that they would not be equally enforced throughout the kingdom. This is a matter on which much stress is laid, and which deserves the utmost attention.

I am convinced from further inquiry I have made, that if the restrictions to 48 hours weekly labour should be hereafter enforced upon all persons under 13 years of age, material injury will accrue to both manufacturer and operative. I have cordially joined my colleagues in calling your Lordship's attention to this point. I have again alluded to it, because many mills in this district are so peculiarly situated as to make the reconsideration of this restriction of paramount importance, and I consider its qualified application may be materially instrumental in encouraging the zealous co-operation of both mill-owners and parents towards the education of children.

Certificates.

Certificates.

The principle I have adopted as to certificates of age has been guided by a desire to confine them to as few cases as possible, consistent with full proof that no persons are employed below the required age.

I have countersigned a considerable number, but have been obliged to reject some that have been presented to me. The medical certificate is highly and universally approved of, and in admitting it as sufficient proof of the ages of young persons as well as children, much trouble and expense are avoided, and what is of yet more importance, the necessity is removed of referring to the parent or child on points regarding which it might frequently be their interest to give false information. Some few cases have occurred which make me consider it would be an improvement if the issue of these certificates was confined to surgeons previously appointed or approved of for that specific purpose.

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Registers.

I have required as necessary, the registering all the information specified in the Act, with some slight additional matter which I deemed indispensable to facilitate its due enforcement. I consider some entries in these registers may prove of considerable value both to the manufacturer, and for the purpose of statistical information. The only part of them liable to any serious or reasonable objection on the part of the mill-owner is that connected with sickness, as set forth in the 18th section of the Act. I have alluded above to some plans adopted to ensure medical advice and assistance to all persons employed in mills. I have always endeavoured to encourage the extension of this principle, and it may be worthy of consideration whether a much more satisfactory means of ascertaining the effect of factory labour on all classes so employed, might not be attained through the medical man thus professionally employed, than by any register of matters which can never be depended upon as either accurate or sufficiently explicit to form the ground-work for any statistical or professional use. This matter has suggested itself to me from the perusal of a medical report, with which I have been favoured by a surgeon who has for some years been employed professionally in attending all the persons employed in Messrs. Arkwright's mills in Derbyshire, and which I now enclose.

See Appendix, p
68.

The Education Clauses.

For the reasons assigned in the joint Report of my colleagues and myself, some of these sections require re-consideration. The result however of some experiments which have been made in my district by mill-owners favourably inclined towards the education of the children, prove that the intention of the Legislature is not altogether as impracticable as many have considered it, and I should hope, if some of the present difficulties are removed, and especially if the 22d section be made effective, to witness a considerable increase in the number of persons thus acquiring habits of industry, together with a sound moral and religious education, during the early periods of their lives.

I cannot present to your Lordship any general return of the number of children attending school in the south western part of my district, and in which the school clauses apply exclusively to wool and flax mills, as I have not yet had the opportunity of ascertaining by a second visit what arrangements have been made by the mill-owners, since I explained to them the indispensable necessity of conforming in this respect to the Act. I found however on my first visit some schools already established, which promised to work satisfactorily, and I consider it especially necessary to allude to the plan having been adopted in some silk mills, the owners of which had read the education clauses as equally applicable to the children employed by them, as in other mills. At one of these, situated at Bruton and occupied by Messrs. J. S. Ward & Co., I had the satisfaction of inspecting a school which had been established with considerable care and judgment, and by which good and sufficient education had been insured to upwards of 80 children. Mr. Ward, jun., under whose peculiar care this institution had been formed, assured me that the trouble and expense which these first arrangements had caused, were amply rewarded by the advantages resulting from its adoption, and that he should undoubtedly

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continue it on nearly the same system as when established in strict conformity to the Act.

At Wellington, in Somersetshire, two schools had been also arranged; one by Messrs. Fox, brothers, and another by Messrs. Elworthy, the only parties occupying mills subjected to these sections in that immediate neighbourhood. I trust on my next tour to find further progress made in this measure in other places in that part of my district. In the northern portion of it, which I have visited a second time, I have to report the adoption of the school clauses by 18 mill-owners in favour of 333 children, which are thus distributed.

In one mill occupied by Messrs. Strutt of Belper, 157 children are educated and worked by relays. Three other mills employ between 20 and 30 children each, and four from 10 to 20, and in every one of these cases the mill-owner has taken an active part in establishing schools or in encouraging others to do so. The remaining number of mills employ from one to nine children each, and while in some cases the mill-owner has taken the same active interest, in others the parents have made their own arrangements.

For the purpose of giving every possible encouragement I have when practicable required the schoolmaster or mistress to keep the necessary registers of the children's attendance, and thus have removed from the mill-owners a portion of the responsibility which would otherwise devolve on him, simply requiring him to discharge any children of whose irregular or non-attendance he may receive notice, and I have reason to believe this works favourably. It can however only be adopted in those cases where the schoolmaster will subject himself to the authority of the Inspector, or is a person in whom he can place confidence, and therefore under the present system it is not susceptible of general application. The more frequent effect of these school clauses, coupled with the reduction of that class of persons to 48 hours weekly labour, is to induce mill-owners who can replace them by older hands, to discharge all children subject to those restrictions.

It will require more detailed information than I have yet been able to collect before a very complete and accurate return of the mills and factories, classes of persons employed therein, and other statistical information, can be given. The following statement must therefore only be taken as an approximation to the fact.

In my district the only towns in which more than 10 factories subject to this Act are situated, are Leicester and Derby. Mansfield and Nottingham each contain six mills, and the remaining number is scattered over this extensive district, the most part of them in villages or situations where streams have been found available for power, and detached from high roads and towns. The general total may be thus stated:

65 cotton-mills occupying about	-	-	8,000 persons.
103 woollen ditto	-	-	3,600 —
47 flax ditto	-	-	1,500 —
75 silk ditto	-	-	10,000 —
Totals - 290			23,000 —

Of the above total number of persons, about 1,000 are children (that is persons under 11 years of age,) employed in silk mills, and rather less than 500 children employed in the cotton, wool and flax mills.

About 10,000 persons are adults (that is above 18), and the remainder or somewhat more than 11,500 are young persons between the ages of 11 and 18, at present subjected to 69 hours of weekly labour.

It is satisfactory to report, in conclusion, that no information or complaint has been laid before me, nor have I had occasion to exercise any of the magisterial powers entrusted to me by the Act.

The Viscount Duncannon,
&c. &c. &c.

I have &c.
(signed) Rob. J. Saunders.

APPENDIX to REPORT of *R. J. Saunders, Esq.*

Copy of Circular transmitted to every Manufacturer in this District.

Report of
R. J. Saunders, Esq.

29 July 1834.

Sir,

Whitehall-yard, 30 January 1834.

As Inspector of Factories in that part of the United Kingdom in which your mill is situated, I enclose a copy of regulations which I have adopted, in execution of the duties entrusted to me by the Factories Regulation Act.

These rules, you will understand, are subject to modification in such special cases as I may find to require it.

I shall be at all times willing to receive from you any suggestions in any matter in which you may conceive I have it in my power to assist in forwarding your interest, and that of the persons employed by you.

I have reason to believe that many mills are so situated as to render it extremely difficult to comply strictly with sections 20 and 21, and as I am invested by the Act with some discretionary power with regard to schools, it will be my duty, when I find the mill-owner disposed to do all in his power to promote the education of children in his employ, to aid his exertions so far as I have authority.

As difficulties may occur in procuring certificates of the age of young persons whose employment is limited to 69 hours weekly, I hereby authorize you to procure for such persons medical certificates in the form prescribed by section 13, and I direct that such certificate, if countersigned by an Inspector or justice, within three months from the date thereof, shall, for the purposes described in sections 2 and 14, be taken to be sufficient evidence of the ages respectively certified therein; and also that any medical certificates granted to children, (unless a new certificate be required by any Inspector,) shall continue in force, in lieu of such certificate of age as is required by section 14, and have the same effect as a new certificate, whenever such child shall have arrived at the age prescribed by the Act for being employed 69 hours weekly.

With respect to the registration and preservation of age and medical certificates, manufacturers may find it convenient to provide printed forms which, when signed, might be pasted in a book made of blank sheets, in such manner as to secure a ready reference to each.

I have given my best attention to any means by which the provisions of the Statute may be enforced with the least possible inconvenience to the manufacturers, and I consider no measures would more effectually assist this object, than the establishment of schools where necessary in the neighbourhood of factories, where the children employed may be educated: subject to such regulations as may be mutually approved by the manufacturers interested and the Inspector; and secondly, the appointment of a medical man to every factory, with whom a satisfactory arrangement might be made about medical and age certificates. The Inspectors have received from the masters and occupiers of various factories, scattered throughout the United Kingdom, the strongest assurances that the adoption of such plans have invariably contributed most essentially to the benefit of the manufacturers, and all classes of operatives employed. I submit these suggestions merely as matters for consideration, and shall be willing, either by correspondence, or at any of my visits to your neighbourhood, personally to confer with you thereon.

His Majesty's Secretary of State has been pleased to appoint a superintendent, to act under my directions, in the district assigned to me. His duties will be confined to collecting information on any points I may require, and to communicate to me when requisite. The instructions he will receive will clearly explain that he is not on any account, without express permission from the manufacturers, to enter any part of the premises used for manufacturing processes. He will, when necessary for the discharge of the duties entrusted to him, call at the counting-house, and I will thank you to give directions that he may be accommodated in any manner most convenient to yourself, with the means of inspecting the register, tickets, vouchers, age and medical certificates, kept in pursuance of this Act; and also that he may receive from yourself, or your manager, or overseer, any further information which his instructions may direct him to obtain. I trust, through his assistance, to relieve the manufacturers from much trouble and inconvenience, and, so far as is possible, secure one uniform and general attention to the provisions of the Statute.

It is my intention occasionally to visit the different parts of my district in such a manner as will enable all persons interested to communicate personally with me, and at other times to visit the different mills or factories without notice. In order to facilitate these arrangements, and prevent unnecessary delays or inconveniences, I have to request you will give directions to your overseer, or servants, to admit me at any time that I may happen to call, when your mill is at work. It may be some considerable time before I am enabled to visit every part of the district assigned me by His Majesty's Secretary of State, but immediate attention shall be paid to any written communication I may receive from you.

The Abstract of the Act alluded to in the enclosed regulations, is the one that was forwarded to manufacturers with a circular, dated 1st November last. Should you not have received such an Abstract, I have to request you will state so to me as early as possible.

I am, &c.

Robert J. Saunders,

P. S. Should you either not now occupy any mill or factory, or consider the mill or factory occupied by you as not liable to the provisions of the Factories Regulation Act, you are requested to return these documents, stating the grounds of exemption.

Report of
R.J. Saunders, Esq.

29 July 1834.

REGULATIONS made in pursuance of the Act, intituled "An Act to regulate the Labour of Children and Young Persons in the Mills and Factories of the United Kingdom.

EVERY owner or occupier of any factory or his agent, is hereby authorized, until further instruction, to accept such form of school ticket or voucher, and certificate of absence from school on account of sickness, as shall appear to him most convenient to adopt, in compliance with the 21st section of the Statute.

All tickets, vouchers and certificates connected with the attendance of children at school, or their absence from school on account of sickness, to be retained in the custody of the occupier of the mill or his agent for examination.

A register to be kept in every mill or factory of all children and young persons subject to restricted hours of labour, employed in such mill or factory, stating the sex, ages, hours of weekly attendance, and of absence from the mill on account of sickness.

The hours of work and of meals, appointed by the mill-owner or his agent for all such children and young persons employed in the mill or factory, to be registered in like manner.

Where relays of children are employed, the general arrangements for the change of hands, and their attendance at school, to be registered in like manner.

N. B. Nothing herein prescribed is to interfere with the right of the master to fix the hours most convenient to himself, conformably to the law; but any alteration must be entered in the register immediately after the same shall have been ordered by the master.

An account of time lost and made good in virtue of sections 3, 4 and 5, to be entered in a register in such a manner as to show the day of the month on which any stoppage occurs, the nature of the stoppage, and the time lost; also the days of the month and the hours in which the time so lost shall be made up.

The above registers may be kept in such form as shall be most convenient to the manufacturer, provided the information be distinctly shown.

A copy or copies of the Abstract of the Factories Regulation Act, and of these regulations, and also a copy of the account registered of the time lost and made up, (so long as the manufacturer may intend to recover any lost time,) are to be daily hung up in a conspicuous part or in the several departments in every factory or mill, subject to the provisions of the above-named Act; the situation selected for this purpose to be one of easy access to every person employed in the mill or factory; and these copies must be signed by the master, manager, or overseer of the factory.

All persons intending to prefer complaints before the Inspectors for offences committed against the said Act, or these regulations, are required to give written notice of the same to the Inspector, describing the nature of the alleged offence, the christian, surname and address of the complainant, and also the name and designation of the person complained against.

All communications to the Inspector to be forwarded to him in the country, if his address be known; but if not, to be enclosed in a separate cover directed to "His Majesty's Secretary of State, Home Department, London," with the words "Inspectors of Factories" in the corner.

Whitehall, 30 January 1834.

MEDICAL REPORT on the State of the HEALTH of the Persons employed in
Messrs. Arkwright's Mills.

HAVING been employed the greater part of yesterday and to-day in examining the work-people of Cromford and Masson mills, between the ages of 11 and 18 years, I cannot omit this opportunity of remarking generally on their clean, healthy, and comfortable appearance. There was not an individual employed under the age of 11 years; and among 302 (the number between 11 and 18 years) there were only 24 who were suffering from any ailments. Of these, 17 had some trifling local maladies which are specified below, and the rest had scrofula or some other constitutional disease.

Having likewise visited most of the rooms to make this examination, I cannot avoid noticing the attention that has been paid to the health and comfort of the inmates, by free ventilation, a regulated temperature, and cleanliness. There was but little dust, no noxious or unpleasant smell, or other impurity.

It may not be improper also to add that having professionally attended the whole of Messrs. Arkwright's mill-hands for several years, that their general health is usually good that they are subject to fewer and less severe diseases than those individuals of the same class of society who are unemployed, and whose means of subsistence are consequently more precarious and scanty; and that they are not liable to any endemic disease, or such as is peculiar to their employment.

From pretty accurate and careful investigation, I should also say that the ratio of mortality is less in this class of people than in that of the poor who have no fixed employment, or whose occupation exposes them to the inclemency of the weather. And this I apprehend may be accounted for, not only from the causes above-mentioned, but also from their wages enabling them to have uniformly better food and clothing, and from the attention they receive as soon as they are sick.

Having gratuitous medical assistance, they apply for it at the very commencement of their

their diseases, and receiving half-pay during their illness, as well as such food and wine, &c. from Messrs. Arkwright, as their medical attendant may think necessary, their cases are more manageable and the recoveries more rapid, than in those who have not the means of obtaining these important auxiliaries.

Wirksworth, 20 Feb. 1834.

Thos. Poyser, Surgeon.

Report of
R. J. Saunders, Esq.

29 July 1834.

Of the 24 cases above-mentioned:—

Six had slight inflammation of the eyes.

Two had opacities or specks on the cornea, the result of previous inflammation.

Seven had bronchocele, or the Derbyshire neck.

Four general debility, arising from scrofula and indigestion.

One anchlylosis of the elbow joint.

One amaurosis of one eye.

One disease of the spine.

One softness of the bones, and deformities of the ankle and knee joints.

One scrofulous ulcers.

The three last were recommended to be removed from their employments.

REPORT of *Leonard Horner, Thomas Jones Howell and Robert J. Saunders, Esquires.*

My Lord,

Whitehall, 28 July 1834.

VISCOUNT Melbourne, early in June, communicated to Mr. Saunders his Lordship's wish that the Inspectors of Factories should, in the course of the month of July, make a Report to him of their proceedings since the period of their entering upon their duties. Mr. Saunders, in consequence of this conversation with Lord Melbourne, corresponded with his colleagues on the subject, and it was finally arranged between us, that we should meet in London on the 21st of July, to confer together and make our Report to His Majesty's Secretary of State, as required by the 45th section of the Factories Regulation Act.

We met accordingly at the Home-office on Monday the 21st instant. Our colleague Mr. Rickards, early in the present month, had received some information from his district which obliged him to proceed forthwith to Manchester. He expected to get back in time to meet us; but at our meeting on the 21st, we received a letter from him, addressed to Mr. Horner, and dated Manchester the 19th, in which he regrets very much that he is prevented from joining us in London on this occasion.

We regretted exceedingly that we could not have the advantage of hearing from Mr. Rickards in person the result of his experience in his important district; but as he held out in his letter no hope of being soon able to come to London, we have no choice but to proceed without him.

We have gone over the Factories Regulation Act, clause by clause, with the view of ascertaining how far we had agreed in the interpretation of it; in what manner we had severally proceeded in carrying its provisions into execution, and what were the views which each, after personal experience in his district, entertained as to its practical working.

We have kept full minutes of our proceedings, and we now beg leave respectfully to submit to your Lordship the substance of those minutes.

They are contained in a book which we shall lay before your Lordship, if it is your wish to enter into the details which we have there recorded.

We have had the satisfaction of finding that on all the main provisions of the Act, we have put the same interpretation, and have followed a nearly uniform course in communications with the mill-owners and operatives, in carrying the same into execution.

The points on which we have taken different views are few, and the most important of these we have stated in a letter to Mr. Phillipps, dated the 20th instant, in which we have submitted to his consideration the subjects in question, with the view to a solution of our difficulties.

Mr. Horner, without objecting to the validity of a certificate granted by any regular medical practitioner, has deemed it essential to appoint particular surgeons, living in the vicinity of the mills, to issue the certificates of age.

Mr. Saunders and Mr. Howell, as they require the mill-owner always to produce the necessary certificates, have not taken any steps to restrict their issue to any particular surgeon or surgeons, as they do not consider that they possess the power to enforce such a limitation.

Report of
*Leonard Horner,
T. J. Howell,
and
R. J. Saunders,
Esquires.*

28 July 1834.

Report of
Leonard Horner,
T. J. Howell,
and
R. J. Saunders,
Esquires.

28 July 1834.

In fulfilment of the condition contained in the 18th clause, we have all required the specified registers to be kept, but Mr. Horner has not adopted any particular form; Mr. Saunders and Mr. Howell have prepared forms which they have shown to the mill-owners, but have left them to adopt either the form recommended, or another as best suits their convenience.

Several alterations and modifications of the Act might, in our opinion, be adopted with advantage towards the better attainment of the objects which the Legislature had in view in passing this Statute. We shall limit ourselves at present to a statement of the more important of these for your Lordship's consideration. Before any proposal for a revision of the Act is likely to be brought before Parliament, we shall have had a more extensive experience of the working of it as it now stands. We shall most probably before that time have to make a second joint Report, and we shall then be enabled to state with more confidence than we can do at present the specific alterations which we have to suggest, and the grounds upon which they appear to us be necessary, more especially as we hope then to have the assistance of Mr. Rickards.

We are very strongly impressed with the conviction that it will be found extremely difficult in practice, if not wholly impossible, to limit the labour of children, who are 12 years of age, to 48 hours in the week, without serious injury to the masters and work-people; as in many situations it will not be possible to find a sufficient supply of children to work by relays; and unless that plan of working be adopted, adult labour must necessarily be interfered with.

Mr. Howell and Mr. Saunders are of opinion, that even children, who have attained their 11th year, may, under certain circumstances, be safely allowed to work more than 48 hours in the week.

We are of opinion that it will be expedient to allow children younger than nine to work in cotton, woollen and flax mills, for if they are limited to 48 hours in the week, we see no ground for apprehending any injury to the health of children of eight years of age from factory employment, but are rather inclined to think they would in a great many cases have both their health and morals less exposed to injury in the factory, than in their ordinary course of living out of it.

Next in importance to an alteration of the restriction to 48 hours weekly labour, as above suggested, is the necessity of some changes in those clauses which regulate the attendance of the children at school. We are of opinion that the employer should not be obliged to turn off a child for non-attendance at school, because such dismissal may often prove a very serious injury by stopping his machinery, thereby punishing the mill-owner for what he is in no degree to blame.

It will not be difficult we think to devise an effective check, which shall not interfere unjustly with the master.

It must not be lost sight of, that the object of the Legislature is materially counteracted, both as regards the employment of the children for limited hours, and their education, by the power which the parents of the children have of finding employment for them in other trades, which are neither subject to restricted hours of work nor to compulsory education.

In the present deficiency of the means of educating factory children from the want of suitable schools, the experiment of combining a system of education with factory employment cannot have a fair trial while the 22d clause remains inoperative.

It is desirable that the nature of the factories subject to the Act should be more clearly pointed out, for cases of doubt on this head have occurred.

We are of opinion that the working day, that is the period within which children and young persons subjected to restricted hours may be employed, should commence at five in the morning and terminate at nine P. M. in the place of half-past eight; because by this extension the moving-power may be kept going for 16 hours with two sets of young people, each set working eight hours only.

The limitation to six hours in the week, and to twelve successive days for making up time lost by accidents, may often be a great hardship, for the repairs may take several days, or even weeks.

We shall be prepared, when called upon, to suggest some alteration which might be advantageously introduced with regard to the certificates of age.

We are satisfied, from what we have already experienced, that the super-
intendent

intendent cannot assist the Inspector with full efficiency unless he has power, under the authority of the Inspector, to enter the Factories and visit all parts of them, subject to certain protection to the mill-owner, if there be any particular processes which he may wish to keep secret.

Some plan should be devised for the Inspectors being informed of the erection of new mills in their several districts, so that they may always know that their lists contain all the Factories subject to their inspection.

We have now stated the suggestions of the most importance, which we have deemed it our duty to submit at present for your Lordship's consideration.

We have, &c.

The Viscount Duncannon,
&c. &c. &c.

(signed)

Leonard Horner,
T. Jones Howell,
Rob. J. Saunders.

Report of
Leonard Horner,
T. J. Howell,
and
R. J. Saunders,
Esquires.

28 July 1834.



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